

BIENNIAL MESSAGE

OF

JOHN H. GEAR,

GOVERNOR OF THE STATE OF IOWA,

TO THE

NINETEENTH GENERAL ASSEMBLY.

JANUARY, 1882.

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BIENNIAL MESSAGE.

FELLOW-CITIZENS OF THE GENERAL ASSEMBLY:

IN pursuance of law, I herewith present for your consideration the reports of the State officers and the different institutions, showing the financial and other conditions of the State and such institutions, accompanied with suggestions of such measures as seem to me to be for the welfare of the State and her people.

You assemble in a time of general prosperity, both in nation and State. While the returns to our husbandmen have not, for the year just closed, been so abundant in amount of product as in past years, yet the remunerative prices prevalent for what was produced place Iowa on a high plane of prosperity.

On this General Assembly, in addition to the ordinary matter of making provision for carrying on the State and her institutions, devolves duties of a high political character. You are called on to redistrict the State into congressional, senatorial, and representative districts, and in view of the resignation, on the seventh day of March last, of Hon. Samuel J. Kirkwood, who has rendered such distinguished services to the State, both as governor and senator, you are called upon to elect a successor for the remainder of his unexpired term, as well as a senator for the full term beginning March 4, 1883. To these duties you come, fresh from the people, presumably well aware of their wishes in these regards, and it is to be expected that you will discharge the responsibilities imposed upon you in such manner as will be for the best interests of the commonwealth.

THE FINANCES.

The Auditor's report, herewith submitted, shows in detail the receipts and expenditures for the biennial period; also the condition of the banks and insurance companies doing business in the State, accompanied by his suggestions in regard to revenue and other matters pertaining to our financial interests.

At the beginning of the term there was no money in the general revenue fund of the State. During the term that fund received

\$2,126,900.90. There was disbursed \$2,035,050.39, leaving a balance on hand in general revenue of \$91,850.51. The warrants drawn against general revenue amount to \$1,940,249.87. In addition there was paid for interest on warrants \$10,063.45, which makes the aggregate cost of carrying on the government of the State for the term \$1,950,313.32, leaving an excess of receipts over expenditures of \$176,587.58 in general revenue. During the period just closed not a warrant has been indorsed for interest; the taxes have been paid promptly; and the amount in the hands of county treasurers is slightly less than at the close of the last period.

I congratulate you, and through you the people of the State, on the healthful condition of the finances as compared with the two previous biennial periods. At the close of the biennial period, September 30, 1877, there were outstanding warrants to the amount of \$267,776.31; and these were at a discount of two to five per cent. Through the efficient help of Hon. Geo. W. Bemis, then Treasurer of State, an arrangement was made with some of the banks during the ensuing period whereby warrants were brought up to par.

At the close of the biennial period ended September 30, 1879, the warrants outstanding had been reduced to \$96,993.54, while the interest paid during that period was \$27,328.36, much the larger portion of which had accrued on warrants of the former period.

The amount of warrants outstanding, but not bearing interest, September 30, 1881, was \$22,093.74, and there are now in the treasury ample funds to meet the current expenses of the State.

The war and defense debt has been paid, except the warrants for \$125,000 negotiated by the Executive, Auditor, and Treasurer, under the law of the Eighteenth General Assembly, and \$2,500 of the original bonds not yet presented for payment. The only other debt owing by the State amounts to \$245,435.19, due to the permanent school-fund, a portion of which is made irredeemable by the constitution. These facts place Iowa practically among the States which have no debt, a consideration which must add much to her reputation. The expenses of the State for the past two years are less than those of any other period since 1869, and this notwithstanding the fact that the State is to-day sustaining several institutions not then in existence; namely, the Hospital at Independence, the Additional Penitentiary, the Normal School, and the Asylum for the Feeble-Minded, besides the Girls' Department of the Reform School. The State also, at present, makes provision for fish culture, for a useful weather service, for sanitary

supervision by a Board of Health, for encouraging immigration to the State, for the inspection of coal mines by a State Inspector, and liberally for the military arm of its government. These causes of increased expenditure are only partially offset by the largely reduced cost of supporting the Soldiers' Orphans' Home, although here a small additional outlay is necessitated by the admission of indigent children to the Home. This diminished expenditure, notwithstanding the State's population has augmented over fifty per cent since 1869, argues, I submit, an economical management of the affairs of the State government. A hasty comparison with the cost of the governments of our sister commonwealths still further demonstrates the frugality of State administration in Iowa.

The Auditor estimates that the expenditures for carrying on the State government during the current period will be \$1,787,850; and that the receipts of general revenue from all sources for the same time will be \$2,202,700, leaving a surplus of \$415,150, as available for extraordinary expenditures. It should be borne in mind, in making special appropriations, that, owing to the expense attending the session of the General Assembly, only about one-third of this amount will be available for such appropriations during the current year. For detailed information and suggestions regarding the revenue and other matters pertaining to the finances, you are referred to the report.

Your consideration is invited to the advisability of making taxes payable semi-annually, which has been adopted in other States with good results. As it is now, most of our taxes, amounting to over \$10,000,000 annually, are paid during the months of January and February, and the money locked up in treasury vaults and withdrawn from circulation until paid out on warrants, unless deposited in banks, in which case it furnishes the latter a certain amount of banking capital; the custom in either case being less beneficial than would be the retention of half the amount in the hands of the people until nearer the time it is needed, and suggestive, and often productive, of evil to the treasurers and the taxpayers.

THE FUNDS.

The report of the Treasurer of State shows that at the beginning of the biennial period there was in the State treasury, of all funds, \$74,187.37; that the receipts for the period were \$2,514,262.08 aggregating \$2,588,449.45; and that the disbursements for all purposes were \$2,409,897.71, leaving a balance, at the end of the term, of \$178,551.74,

belonging to the several funds as follows: Agricultural College endowment, \$84,104.72; coupon, \$329.85; permanent school, \$226.66; and general revenue as above, \$91,850.51; which showing corresponds with that made in the Auditor's report. All the Agricultural College endowment fund, except \$4.76, is invested in county, city, and school-district securities, bearing interest at rates varying from five to eight per cent per annum.

As will be seen by the Treasurer's report, there was realized to the treasury from the half mill tax, levied for war and defense bond fund, \$162,662.73; that there was transferred to this fund the sum of \$9,837.27, aggregating \$172,500; and that this amount, with the warrants negotiated, amounting to \$125,000, makes the aggregate of \$297,500, which covers the payment of all the bonds issued, except \$2,500 not yet presented for payment.

I heartily concur in the recommendation of the Treasurer in regard to the collection of the Railroad Commissioners' tax. This tax is now certified by the Executive Council to the counties, and collected by them the same as any other State tax. If it were paid directly into the State treasury by the companies, as suggested, much unnecessary labor would be saved by the change.

PROVIDENTIAL CONTINGENT FUND.

The Eighteenth General Assembly placed at the disposal of the Executive Council \$10,000 as a providential contingent fund, to be used in case of accidents to public buildings and other emergencies for which no specific appropriations were available. There has been expended from this fund, for repairs to the different institutions, \$5,725.59, as shown by the Auditor's report. The expenditure of this amount was deemed absolutely necessary, and was authorized by the Executive Council only after a careful personal examination in each case.

THE NATIONAL GUARD.

The Adjutant-general's report shows the expenditure for the military arm of the State government, since the date of his last report, to have been \$32,585.26.

The State has now an effective military force, consisting of two brigades aggregating 2,282 men, well armed and uniformed. A State encampment has been held during the past year, which, it is believed, has been productive of much good to the military.

The battle-flags of the Iowa regiments, which were borne triumphantly aloft in vindication of the nation's honor on the battle-fields of the late war, and which have been injured by exposure, have been restored by the tender care of loving women, whose husbands, brothers, and other dear relatives shed their blood in carrying to victory these mute emblems of the valor of Iowa soldiers. If properly cared for in the future, they will long remain as proud memorials to their descendants of the part taken by the men of Iowa in the memorable struggle of 1861-65.

For details regarding the expenditure of funds, and recommendations made by the Adjutant-general, you are referred to his report.

THE STATE LIBRARY.

The receipts and disbursements of the Librarian, as shown by the report, were as follows:

Amount on hand at close of last biennial period	\$ 579.88
Appropriated by Eighteenth General Assembly	3,000.00
Received from sale of reports, etc.	3,284.15
	<hr/>
	\$ 6,864.03
Amount expended for books purchased	6,617.34
Balance in the hands of the Librarian	<hr/>
	\$ 246.69

The number of books in the library at the date of the last report was 18,273. There have been added by purchase and exchange during the biennial period 2,195, making an aggregate of 20,468.

The books are in good order and preservation, and are kept in as convenient shape as can be done with the present limited accommodations. The irreparable loss which would accrue to the State in case of a fire is a potential argument in favor of completing the library room in the new capitol at the earliest possible date.

The labors of the Librarian are constantly increasing, and additional assistance will soon be, and in fact is at the present time, a necessity in this department.

PUBLIC SCHOOLS.

The report of the Superintendent of Public Instruction shows the school system of the State in both its educational and its financial phases.

The number of school children reported is 594,750. Of this number 384,192 are, by approximation, between the ages of six and sixteen

years. The number of all ages enrolled in the schools is 431,513, which shows that much the greater proportion of children of school age avail themselves of the benefits of our educational system. The average attendance is 254,088. The schools of the State have been in session, on an average, 148 days.

There is, doubtless, quite a percentage of children who attend schools other than those of a public character. Yet the figures I have quoted show clearly that very many children, through the negligence or unwillingness of parents, do not attend school at all, but are in a fair way to grow up in ignorance. I, therefore, earnestly suggest that you consider the expediency of enacting a compulsory education law, which should require attendance upon schools of some kind, either public or private. To me it does seem as if the State shall not have done her full duty by the children, until she shall have completed her educational system by some such enactment.

The interest in the normal institutes is maintained, and, beyond doubt, they render great aid in training the teachers who attend them.

The receipts for all school purposes throughout the State were \$5,006,023.60, and the expenditures \$5,129,279.49; but of these receipts and expenditures about \$400,000 was of money borrowed to refund outstanding bonds at lower rates of interest.

The amount on hand aggregated, at the end of the fiscal year \$2,653,356.55. This sum is, in my judgment, much larger than the necessities of the schools require, and it would be well to impose some check to prevent an excessive or unnecessary levy of taxes for school purposes.

The general discussion in the last General Assembly; the attention called to the subject of school finances by the press of the State; and the action taken by the State and county superintendents, supplemented by greater diligence on the part of boards of school directors, have resulted in more thoroughly calling to account the school treasurers—although not in any improved methods of keeping the accounts,—and has caused, at least apparently, a large sum of money to be recovered which was supposed to be lost through deficiencies. In place of a deficiency of \$45,652.49 as shown by the report two years ago, there seems at the present time to be an excess of funds to the amount of \$12,115.84. While it is certainly better for the school districts that the difference shows an excess rather than a shortage, yet candor compels me to say that the system of book-keeping in vogue among the school treasurers of the State which shows, at the end of one

period, shortages, and at the end of the next an excess—the difference aggregating \$57,768.33,—when the accounts should balance exactly, does not entitle the system to any large degree of confidence at the hands of the General Assembly or the people. This matter demands your attention, in order that the custodians of the funds for the education of the young shall be brought to render correct account of the moneys placed in their hands. I apprehend the greatest difficulty in the way of correct accounting is to be found in having four thousand three hundred and thirty-nine treasurers to do work which could be much better done by one tenth of that number.

The restriction in section 1821 of the Code upon the issuance of bonds by independent districts should, in my judgment, be enforced by a severer penalty than is now provided by statute. The officers implicated in the overissue of such bonds should be indictable for felony, and moreover held personally liable for the amount of the excess. That something of the kind is necessary is shown by the fact that one district is reported which has a school population of only thirty-two, and school property valued at only \$1,150, with a known bonded debt of \$60,000, with a probability that there are more bonds outstanding, and the startling fact is further disclosed that the tax-levy in some of the districts of the same county ranges from ten to twenty per cent, which is equivalent to confiscation. A similar state of affairs, although perhaps not so flagrant, exists in other districts of the same, and perhaps other counties. I deem it important for the State's credit that the most stringent measures be adopted to put a stop to the incurring of indebtedness beyond the limit fixed by law. One of the most effective measures toward the accomplishment of this end would be an enactment requiring the registration of all bonds with some State officer. This has been tried in other States with signally good effects, both in the restraint it afforded and in improved municipal credit.

STATE UNIVERSITY.

The treasurer, in his report, gives the

Cash on hand at date of last report, June 15, 1879, as	\$ 3,614.78
Income from all sources for the two years ending June 15, 1881.	115,124.57
	\$ 118,739.35
Total disbursements for all purposes for two years, ending June 15, 1881.	\$ 114,159.13
Balance in hands of treasurer	\$ 4,580.22

The assets belonging to the University, as listed October 15, 1881, are as follows:

Interest-bearing mortgage notes.....	\$197,951.45
Contract notes for land sold.....	2,898.02
Cash.....	16,710.79
Lands estimated at.....	15,600.00
Aggregating.....	\$233,100.26

It will be seen that there is a discrepancy between the report of the treasurer and that of the secretary. This is owing to the fact that the treasurer's report is made in June, and the secretary's September 30.

The wisdom of the action of the Seventeenth General Assembly, in cutting off the subfreshman department, is demonstrated by the fact that the University has been brought into closer harmony with the school system of the State, and that the number of its students in all departments is increasing annually. The number now in attendance is much larger than at any previous time in its history.

The low rate of interest which has prevailed during the past few years has materially reduced the revenue of the University, and has compelled the Board of Regents, much to their regret, to reduce the compensation of the professors and teachers. That the University may meet its growing necessities and be enabled to achieve its highest degree of usefulness to the youth of the State, it is imperative that its revenue should be augmented by increasing the appropriation for its current expenses. The crowded condition of the buildings is such that it is almost a physical impossibility for the institution to do justice to the students. To remedy this an appropriation should be made at this session for additional buildings. For the reasons therefore I refer you to the report of the president and Board of Regents.

NORMAL SCHOOL.

The report of the treasurer shows, that he had on hand, at the close of his last report, \$172.24; that he has received from the State \$16,600, and from other sources \$700, making a total of \$17,472.24; and that there has been disbursed for all purposes \$17,243.61, leaving a balance of \$228.63. The Board of Directors asks for appropriations for sundry purposes to the amount of \$22,500. The necessity for these appropriations is set forth in the report. The Directors also ask for an appropriation for an additional building.

No one can visit this school without becoming convinced that the present buildings are much too small for the number of pupils in attendance. All who are conversant with the work being done in training teachers concede that the State Normal School is a factor of growing importance in promoting the best interests of our system of public education. That the better educated the teacher the better he is able to impart instruction, is a self-evident proposition, and if the common schools are to be made more efficient by the maintenance of a Normal School, it is certainly incumbent on the State to provide the necessary buildings for the school.

THE AGRICULTURAL COLLEGE.

The report shows the receipts of special funds from the State to have been \$13,960.32, and from other sources \$254.16, aggregating \$14,214.48; and the expenditures for special purposes the same amount, leaving no balance on hand.

The report of the treasurer shows the receipts of funds for the two years ended Nov. 9, 1881, for the support of the College, including a balance on hand, Nov. 13, 1879, of \$4,247.26, to have been \$91,782.55; the expenditures to have been \$83,468.99; and that there was transferred to other funds \$4,803, making the aggregate disbursements \$88,271.99, and leaving a balance on hand of \$3,510.56.

Of the ninety-nine counties of the State, seventy-two are represented in the list of students. The College is rapidly assuming a high position among the educational institutions of this character throughout the country; while the impression which has prevailed in the minds of many as to the great cost of this institution to the State is being gradually obliterated. My own observations justify me in saying that there is no other institution in the State in which the facilities for acquiring a good practical education are tendered to our youth, at the net cost of books and board.

When the State accepted the grant of land given by Congress to this State, along with others, for the purpose of founding an institution in which branches of learning relating to "agriculture and the mechanic arts" should be taught, it assumed the duty of providing all necessary and proper means for carrying out the intention of Congress in making the grant. Thus far the State has, in a fair degree, done its duty in this regard by erecting the proper buildings and supplying the necessary appliances. With the sale of the lands the endowment fund of the College is augmenting so that it is able to edu-

cate a much larger number of our youth than it is now doing. The lack of facilities in the way of buildings prevents this being done. This should be obviated in order that the College may attain to its highest degree of usefulness; and the erection of the needed buildings should be commenced at once. For a showing of the necessities of the College in this particular you are referred to the report of the Trustees.

To keep the road from the College to Ames in repair entails an expense beyond the ability of the local road-district to sustain. As the State has a large and valuable property fronting this road, which cannot of course be taxed, it is only just that it should contribute its fair proportion of such expense, as has been done under similar circumstances at Independence.

Attention is called to the suggestion regarding the change in the collegiate year. This cannot be done except by authority of the General Assembly. The change would, in my opinion, enhance the usefulness of the institution.

As will be seen by the report, the endowment fund of the College amounts to the sum of \$630,315.05. Chapter 71 of the acts of the Fifteenth General Assembly provides that the lessees of Agricultural College lands shall have the right to purchase the same at the expiration of their leases. In my opinion it would be wise policy to repeal this provision as to all future leases. If this were done the lands remaining unsold would by their rise in value largely augment the endowment fund of the College, while there would be no difficulty in leasing them for a term of years, as is done at present.

PUBLIC LANDS.

The report of the Register of the State Land-office shows in detail the transactions of that department.

There are remaining unsold in the hands of the respective county officials, of the sixteenth section, 500,000-acre, and mortgage school lands, 118,664.69 acres, besides a number of town lots, which, when sold, will largely augment the permanent school-fund.

Special attention is called to the opinion of the Attorney-general regarding the right of one person to hold leases for more than 160 acres of College lands. It is clearly for the interest of the College and State that these lands should be leased in small parcels to actual settlers, and so sold, if sold at all, and legislation should be devised, if found necessary, to prevent these lands getting into the hands of speculators.

Chapter 94, acts of the Eighth General Assembly, appropriated \$4,000 to reimburse persons who had purchased lands from the State supposed to be school lands, but which were claimed as part of the Des Moines River grant. The Eighteenth General Assembly also appropriated \$8,000 for the same purpose. Of the first appropriation the balance remaining undrawn, at the close of the last biennial period, was \$588.20, which has since been expended. Of the second appropriation there was disbursed \$773.49, aggregating for the period \$1,361.69, paid to five persons, as shown by the report of the Register. The balance of the appropriation, it is thought, will be ample to meet the future requirements of the act.

The State holds in trust for the counties of Greene, Chickasaw, and Marion, "special swamp-land indemnity" scrip, which entitles these counties to 10,887.41 acres. In view of the fact that there are no government lands within the limits of the State I suggest that the General Assembly memorialize Congress to authorize the State to select lands for this, or any other scrip which may be found due the State in the future, in some of the territories, or to commute the value of the same in cash.

The Eighteenth General Assembly enacted that the office of Register of the State Land-office should be done away with on the first Monday in January, 1883, and that the duties of the office should, after that date, devolve on the Secretary of State. In my opinion this office had better be continued, and there should be assigned to it the duty of looking after the insurance and banking interests of the State. There are doing business in the State at this time over 140 insurance companies and 66 banks, all of which are under the supervision of the Auditor of State. The State is growing so rapidly that the business of the Auditor's office is becoming burdensome. The change proposed would relieve the Auditor's office of an immense amount of work, and permit him to give his whole time to the duties more properly pertaining to his office. If it should be determined by the General Assembly not to adopt this suggestion it will be necessary to add to the clerical force in the office of the Secretary of State to enable him to carry on the land department of his office.

On May 12, 1864, Congress granted to this State certain lands to aid in the construction of a railroad from Sioux City to the south line of the State of Minnesota at such point as the State should select between the "Big Sioux" and the "West Fork of the Des Moines River." This grant was designed to aid in constructing a line from

Sioux City to St. Paul, and was a virtual continuation of a branch line of the Union Pacific Railroad, contemplated by the act for the construction of that road passed in 1862, and to be built from Sioux City to some point on that railroad east of the one hundredth meridian.

By chapter 144 of the acts of the Eleventh General Assembly, which took effect May 20, 1866, this State accepted the grant, which was by the same General Assembly conferred on the Sioux City & St. Paul Railroad Company. This company built its road from the southern line of Minnesota, in the direction of Sioux City, as far as Lemars, at which point it intersects the Iowa Falls & Sioux City Railroad, now operated by the Illinois Central Railroad Company, on which road the former company has trackage into Sioux City. Thus far the road was built in 1872, since which time the lands along the completed line for fifty miles have been certified to the company, aggregating 322,000 acres, or a little more than the amount to which the company was entitled under the act of Congress. In 1878 the company requested me to certify to it the remainder of the lands, amounting to between 85,000 and 90,000 acres. This I declined to do, on the ground that the company had not complied with the terms of the grant, which provided for a line *from* Sioux City to the south line of the State of Minnesota. Had the road been completed *to* Sioux City, the lands would have been certified, but I cannot be persuaded that a road terminating at Lemars can be fairly construed to have been built to Sioux City, even if the railway company has trackage to that place over another line, much less from Sioux City.

The act of May, 1864, required the construction of the road within ten years after the acceptance of the grant by the State, after which the State had five years further to complete the work. By not completing the line to Sioux City within the time prescribed, it will be seen that the Sioux City & St. Paul Railroad Company has forfeited all its rights to the uncertified portions of the grant. It therefore becomes the duty of the General Assembly to take such steps as may be deemed advisable for the purpose of securing the completion of the road contemplated in the act of Congress. The original intent of the act was to make Sioux City a point on a great national highway between the Union Pacific Railroad and the great lakes, and to give the people along the line contemplated the benefit of the facilities thus to be afforded. The General Assembly should see to it that to the best of its ability, the lands yet within the control of the public shall be

utilized in order to secure the completion of the line for which they were intended.

Chapter 153, of the acts of the Ninth General Assembly, forbids the certifying of any lands to the Dubuque & Sioux City Railroad Company until after that company shall have executed releases to lands claimed for the swamp and Des Moines River grants. While these releases have never been executed, the title to all such lands has been finally held not to be in the company so that the releases are no longer necessary. The statutory prohibition remains, however, and prevents the certifying of lands the title to which is indisputably in the company or its grantees. I recommend the removal of the restriction, so as to permit the conveyance of the lands.

INSTITUTION FOR THE DEAF AND DUMB.

The Seventeenth General Assembly appropriated \$40,000 for the erection of the main building for this Institution. Of this sum there was yet unexpended, at the beginning of the biennial period, \$5,677.08. The Eighteenth General Assembly appropriated \$19,322.92, in addition to such unexpended amount, for the completion of the building; and there has been received by the treasurer from other sources, \$109.30; making a total sum available for expenditure on the building of \$25,109.30. There has been expended for the purpose contemplated \$24,330.71, leaving \$778.59 belonging to this fund in the hands of the treasurer.

Of the special appropriations made by the Seventeenth General Assembly for the purchase of furniture there was in the hands of the treasurer, at the close of the preceding term, the sum of \$109.99, which has been expended as provided by the act. The Eighteenth General Assembly appropriated for special purposes the sum of \$2,839, all of which has been disbursed except sixty-six cents, as shown by the report. The balance of all special funds in the hands of the treasurer is, therefore, \$779.25.

Of support-funds there was in the hands of the treasurer, at the date of the last report, the sum of \$11,159.25, and he has received from the State and other sources \$64,247.66, making a total of \$75,406.91. There has been expended for the support of the Institution \$70,568.17, leaving a balance in these funds of \$4838.74.

Vouchers for all expenditures, covering twenty-three months of the term, have been filed, the superintendent informing me that the September bills could not be got in and paid in time to appear in the re-

port. The amount of these bills is \$2,075.90, which, when paid, will reduce the cash on hand, available for support, to \$2,762.84.

The number of pupils in attendance is constantly increasing, and has been much larger the past year than at any time before in the history of the Institution. I believe this institution is doing a good work. In my opinion, industrial pursuits should be taught on a much more extended scale than at present. The suggestion of the superintendent that the State printing could be done by the inmates of this institution is well worth consideration. The boys could be easily trained to do the work, as is done elsewhere.

The appropriations asked by the Trustees, of \$13,500, for wardrobes and other furniture, window-shutters, fences, repairs, and a laundry building, I consider as actually necessary, not only for the comfort of the inmates of the Institution, but in the interest of economy. In regard to the other special appropriations asked by the Trustees, you are referred to the report.

COLLEGE FOR THE BLIND.

Of the special appropriations made for this institution, for sundry purposes, by the Sixteenth General Assembly, there was on hand at close of last report the sum of \$166.93; of the special appropriations of the Seventeenth General Assembly there was on hand, at the same time, \$949.67; the special appropriations made by the Eighteenth General Assembly amounted to \$3,000; making an aggregate of \$4,116.60. Of these funds there has been paid into the State treasury the sum of \$154.74, and there has been expended for various purposes, as shown by the treasurer's report, the sum of \$3,577.71, leaving in his hands a balance of all special appropriations of \$384.15. The receipts of support funds from all sources, including a balance on hand at close of last report of \$5,279.76, amount to \$50,595.58. The expenditures for the support of the institution for the biennial period have been \$50,183.15, leaving a balance in the hands of the treasurer of \$412.43.

It will be observed that the Trustees have used the appropriation of \$1,000 for repairs of boilers, in purchasing new ones, "upon the advice of a competent boiler inspector." A portion of the cost of these new boilers has been paid from support fund. Of the propriety of this disposition of funds, the General Assembly must be the judge.

The roof of the College is badly in need of repairs, and a sufficient appropriation should be made for this purpose. An appropriation

should also be made for building a suitable fence to inclose the College grounds; and an allowance of \$1,000 for contingent fund is necessary.

The National Commissioner of Education names this College as imparting a higher class of education than any similar institution in the country; at which one need not be suprised who is familiar with the business-like manner in which it is managed. Section 1680 of the Code requires county superintendents of schools to report to the principal of the College the name, age, residence, and post-office address of every blind person in their respective counties. According to the report of the principal, many of the county superintendents fail to perform this duty, perhaps because no officer is required to report the facts to them. This might be remedied.

SOLDIERS' ORPHANS' HOME AND HOME FOR INDIGENT CHILDREN.

The report of the treasurer of this institution shows that he has received from the State and other sources, on account of special appropriations, the sum of \$33,185; that there has been expended in accordance with the provisions of the law appropriating the same, the sum of \$20,000 for eight cottages and a school building, and \$7,185 for the erection of a dining-hall and kitchen in lieu of the one which was burned in July last; and that he paid over to the superintendent the sum of \$6,000 of the special appropriations, an account of the expenditure of which will be found in the superintendent's report. The Treasurer also received from the State, on account of support fund, the sum of \$29,712.26, all of which he has paid to the superintendent except \$1.16 paid for exchange, and for which the superintendent accounts in his report.

The report of the superintendent shows that he had on hand at the close of the last report, of funds belonging to special appropriations, the sum of \$900.39; that he has received from the treasurer of the institution on account of special appropriations made by the Eighteenth General Assembly the sum of \$6,000; that he has received from other sources \$69.02, making an aggregate of this class of funds of \$6,969.41; and that he has expended the sum of \$6,688.13, leaving balance in his hands of \$281.28. Of support funds, the superintendent had on hand at close of the last biennial period the sum of \$3,102.72. He received from the treasurer of the institution \$29,711.10, and from other sources \$664.48, making a total of \$33,478.30. He has expended for support, as shown by his report, \$33,429.85, leav-

ing a balance in his hands of \$48.45, and a balance of all funds of \$329.73.

On the first of last July, while on my way East, I received a telegram that the dining-hall and kitchen of this institution had been consumed by fire. I immediately returned, and at once called a meeting of the Executive Council for consultation as to what should be done. On our arrival at the Home we found that temporary arrangements for the purpose of cooking and for feeding the inmates had been made by the president and superintendent. Feeling that the emergency demanded it, the Executive Council authorized the immediate erection of a new dining-hall and kitchen. This has since been done in a substantial manner, at a cost of \$7,185, although the upper story of the building is yet unfinished. To pay for this building the Board of Trustees used the amount of an insurance upon the building destroyed—\$2,000; the Executive Council appropriated \$3,185 from the providential contingent fund; and I advised the Board to use \$2,000 of surplus support fund over and above an amount ample for the support of the institution, which advice the Board adopted, and thus completed paying for the house. For this diversion from the support fund I alone am responsible, and whatever measure of censure may attach to that act should rest on myself. The Executive Council, in view of other possible contingencies of a like character which might arise, did not feel like expending so large a portion of the providential contingent fund as would otherwise be necessary, and the question was whether the Home should be crippled by a lack of cooking and refectory accommodations, or whether the building should be erected, and the surplus of the support fund used towards the payment of the cost of the same. If there has ever been a case during my administration of the executive office where "the end justified the means," this was one of that character.

The economy with which this institution is managed is admirable. It has the right, under the law, to draw \$10 per month per capita for the support of the inmates. Over two years ago, finding the institution had a large surplus of support funds on hand, I advised the Board not to draw to the full extent of the amount allowed by law, to which the Trustees agreed. Since that time they have drawn at the rate of only \$8.33 per inmate per month, exceeding this amount only once, and have, by this means, accumulated over \$4,000 in the State treasury.

While the number of soldiers' orphans is decreasing the number of

indigent children is steadily increasing. The law should, in my judgment, be amended so that the counties should be required to send all the indigent children to this institution, where they may have the advantages of instruction which will fit them for good citizenship, rather than to let them remain in the poor-houses to associate with the vicious and depraved and to be liable eventually to become criminals. The fact that there are in the county poor-houses of the State at this time eighty-five children under five years of age, fifty-four between the ages of five and ten, and twenty-eight between ten and fifteen, emphasizes the necessity for amending the law in this respect.

The quarters occupied by the superintendent and other officers of the Home are in an old frame building in a dilapidated condition, and cannot be repaired to any advantage, so as even to be comfortable. An appropriation should be made, during this session, for a new building; also, one to complete the dining-hall. The appropriation for furniture, laundry, steam heating, and boiler house, I consider absolutely necessary to be made.

For a detailed statement of the wants of the institution you are referred to the report of the Trustees and superintendent.

ASYLUM FOR FEEBLE-MINDED CHILDREN.

The report of the treasurer shows that he has received from special appropriations and from other sources for special funds, including a balance of \$71.63 on hand at close of his last report, the sum of \$14,410.72; and that there has been disbursed, for the various purposes authorized by the acts appropriating the funds, \$13,968.01, leaving a balance on hand of special funds of \$442.71. Of providential contingent fund, the expenditure of which was authorized by the Executive Council, he has received, and disbursed, the sum of \$1,392.52. Of support fund, the receipts, including a balance of \$617.95 on hand at close of previous term, have been from all sources \$46,414.22, and the expenditures \$49,537.77, of which sum there has been paid \$46,801.91, leaving orders on the treasurer outstanding and unpaid to the amount of \$2,735.86. It is expected that these outstanding orders will be met by collections from the counties, of which there is due the Asylum the sum of \$3,008.76 for clothing, for the details of which you are referred to the last page of the treasurer's report. I find that there has been paid for interest on orders, during the biennial period, the sum of \$133.23, which, in my opinion, is not warranted by law.

I regret that I cannot commend the management of this institution for that general degree of economy that I can freely accord to the other State institutions. In May last the Board of Trustees addressed a letter to the Executive Council, asking that body to allow the Board to create a debt against the State under the provisions of chapter 67, acts of the Seventeenth General Assembly, on the ground of inability to support the institution on the amount allowed by law. The Executive Council appointed the Auditor of State and myself a special committee to visit the Asylum, inspect the books, inquire into the management, and report regarding the alleged necessity. On visiting the Asylum, we found that the expenditures for support had exceeded the amount appropriated by law—viz., \$10 per month for each inmate, besides \$2,500 a year for teachers' fund—and that the institution was in debt over \$4,000; in other words, the Trustees had permitted the superintendent to exceed the expenditure allowed by law by the amount of this debt. We found also that there were thirty-five employes, which was in our judgment many more than was necessary. On our return I at once invited the Board of Trustees to meet the Executive Council at Des Moines. After hearing the statement of the Trustees, and the report of the special committee, the Council, by a unanimous vote, refused to grant the request of the Trustees. I at once wrote a letter to the president of the Board, calling the attention of the Board to the facts in the case, a copy of which letter is hereto appended, and to which your attention is especially called. In this letter, as will be seen, I suggested action on the part of the Board looking to reduced expenditures, in order that they might be brought within the limit allowed by law. The Board subsequently reduced the number of employes, and cut down the rate of expenditure, so that the Asylum, at the date of the report, was in debt to an amount a little less than that due from the counties for clothing.

The location of this institution is a good one in all respects, especially as regards sanitary concerns, and it should be enlarged by the erection of additional buildings, as the Asylum is already crowded beyond its capacity, and the increase of the number of those demanding admission may be reasonably expected to correspond with the growth of the State. The clothing allowance of the children should be advanced by the State—as is done with the College for the Blind and the Institution for the Deaf and Dumb,—and collected by the State from the counties. The counties do not, under the present system, remit the

sums due the Asylum as promptly as they do where the amounts are collected directly by the State.

As it is presumed that every citizen pays taxes according to his means, all the beneficiaries of this Asylum should be placed on an equal footing, and all alike supported at the public expense so long as they remain in the Asylum.

HOSPITAL FOR THE INSANE AT MT. PLEASANT.

The report of the treasurer of this institution shows that he had on hand at the close of the last report a balance of special funds of \$691.23; that he has received from the State and other sources \$16,542.50, making an aggregate of \$17,233.73; that he has disbursed on account of special appropriations \$17,230.14, leaving a balance of special funds of \$3.59. Of support funds, the receipts, including balance on hand at close of the last report, have been \$177,284.44, and the disbursements have been \$177,203.89, leaving a balance on hand of \$80.55; and a balance in all funds of \$84.14.

The Trustees recommend sundry appropriations to the amount of \$35,900, the largest item of which is \$9,000 for general repairs and contingent fund. This amount may seem large, but it must be borne in mind that this building has been in use for twenty-two years, and as a consequence the outlay for repairs in the future must be large. The completion of the work of replacing the walls of the sub-basement is an imperative necessity in order to protect the building. The work which has been done in replacing these walls is first-class in character. The new partition-walls asked for are required for better protection against fire. For the other appropriations asked for, and the necessity therefor, I refer you to the reports of the Trustees and superintendent.

In the early part of last summer my attention was called to charges, made by newspapers and otherwise, to the effect that the food furnished the patients at this Hospital was insufficient in quantity and poor in quality. There were other charges of cruelty to inmates, etc. I at once went to Mt. Pleasant and inspected the institution. My visit was unannounced, and of course unexpected. I examined the Hospital in all its departments, the quantity and quality of food, and the method of cooking, and inquired into the general treatment and care of the inmates. I found the quality of the food furnished to be as good as, or better than, that in average daily use among the people of the State, and ample in quantity; and so far as I could judge the

treatment of the inmates was kind and humane. The examination convinced me that the charges were entirely unfounded and malicious. This conviction has been strengthened by the fact that the parties making the charges have entirely failed to substantiate them when requested to produce proof by the management of the Hospital. I believe this institution has been managed during the biennial period with strict economy.

HOSPITAL AT INDEPENDENCE.

The receipts from special appropriations have been, for the biennial period, \$2,728.24, which includes the balance of an appropriation made by the Seventeenth General Assembly, amounting to \$187.08. The expenditures from special appropriations have been \$2,655.81, leaving a balance in this class of funds of \$72.43. Of support fund there was on hand, at close of last report, the sum of \$13,507.30, and there has been received during the biennial period as follows: From the steward, \$5,345.92; from interest on State warrants, \$71.83; and from the State treasury, \$139,912; aggregating the sum of \$158,837.05. The expenditures for the support of the institution have been \$150,792.86, leaving a balance in the hands of the Treasurer of \$8,044.19.

Your attention is called to the necessity for an appropriation for plastering the air-ducts, and for a fan, in order that the better ventilation and heating of the building may be secured. Appropriations are also asked for sewerage and cistern. As pure fresh air and an abundance of water are, above all things, desirable for the health of the inmates of an institution of this character, I trust that the request of the Trustees may be met by an appropriation to meet these necessities. The Trustees also ask for an appropriation for new boilers. As the boilers have been in use ten years it would seem that they should be replaced. The building should be repointed and painted, as suggested by the report.

Your attention is especially called to that part of the report concerning the expenditure of \$1,341.99 from the contingent fund for furnishing the section just completed. The appropriation made by the Eighteenth General Assembly for "finishing and furnishing" this section was found, notwithstanding the practice of the most exacting economy, to be sufficient only for the construction, leaving the furniture unprovided for. In this shape, the Commissioners were ready to turn over the building. The alternative then confronted the Trustees, should the section remain idle a whole year until the General Assembly

should make an appropriation for the furniture, or should the Trustees make use of an appropriation for a contingent fund which was not immediately needed for that purpose, and by means thereof fit up the apartments for patients, for whose admission there was imperative demand. The Trustees applied to the Executive Council to advance the amount necessary from the providential contingent fund, but the Council, being of the opinion that the contingency was not such as to warrant the expenditure from that fund, declined to do so. After a full consultation with the Trustees, I advised that it be paid out of the contingent fund of the institution, and this being in accordance with their judgment was done, resulting in the expenditure stated. I trust the General Assembly will consider such diversion of funds justified by the formidable character of the emergency. The expenditure of \$356 from the support funds, for the completion of the reservoir, I do not indorse, but, on the contrary, I think the Trustees clearly transcended their authority, as I do not for a moment think Trustees should be permitted to construct permanent works from the support funds. The Trustees applied to the Executive Council for funds to complete the reservoir, but the Council was not of the opinion that the necessity for its completion was sufficiently urgent to warrant this expenditure from the providential contingent fund. The General Assembly must be the judge of the propriety of this expenditure.

The general management of this institution is excellent, and it is carried on with a due regard to economy of administration in all its departments.

The report of the Board of Commissioners to build the Insane Hospital at Independence, shows that the treasurer of the Board had on hand, at the date of the last report, the sum of \$105.46; that he received from the State, under appropriations made by the Eighteenth General Assembly, for sundry purposes, \$32,500, making an aggregate of \$32,605.46; and that he has disbursed the total amount. The work on the additional sections has been well done, and the design and finish are in harmony with the rest of the building.

The cost of building the remaining two sections is estimated at \$75,000. These two sections, if erected, would complete the building. That the early completion of these sections is a necessity no one, who will examine the statistics regarding the insane in the State, can for a moment doubt; and the necessity for their construction is clearly

set forth in the report of the superintendent of the Hospital, to which I invite your attention.

COMMITTEE TO VISIT HOSPITALS FOR THE INSANE.

The Visiting Committee to the Hospitals for the Insane reports that there are fully fifteen hundred insane in the State, the larger number of whom are incurable, and that about five hundred of this number are not in the insane hospitals, but are maintained mainly in the poor-houses of the respective counties. In view of this state of affairs it may well be considered whether the time has not come for the erection of a plain, substantial brick building in the central part of the State in which these incurables shall be kept. The removal of this class of insane from the present hospitals would greatly enhance their efficiency. The objection to placing a building intended for the reception and keeping of incurables on the grounds near the present hospitals is clearly set forth in the report of the Committee, and from my own personal observation I can indorse its views in this regard. For details regarding the management of the Hospitals and the investigation of cases by the Committee, you are referred to the report.

INSANE CONVICTS.

The superintendents of the hospitals for the insane have repeatedly called attention to the evils resulting from the confinement of insane criminals with the other inmates of these institutions, and my personal observation during frequent visits to the hospitals leads me to concur in the views of these officers on this subject, and to appreciate the necessity for some provision for their separate care and confinement. In view of the present number of this class of insane, and the probable increase in that number in the future, the time has, in my judgment, arrived when the State should erect a building especially for this class of insane. There is ample room to spare in the present prison-grounds at Anamosa for a building of this character, with abundance of stone of the best quality for its construction in a quarry owned by the State.

THE REFORM SCHOOL.

Of the special appropriations made by the Eighteenth General Assembly for this institution there has been received by the treasurer from the State the sum of \$16,010, and from other sources 70

cents, making, with a balance of \$597.17 on hand at the beginning of the biennial period, a total of \$16,607.87. There has been expended in accordance with the law appropriating the funds \$14,605.93, leaving a balance of special funds in the hands of the treasurer of \$2,001.94. Of support funds the treasurer had on hand at the close of the last report a balance of \$1,469.37. He has received from the State \$49,152, making in all \$50,621.37. There has been expended for support of the two departments of the School \$49,472.46, leaving a balance on hand of \$1,148.91, and a balance of all funds in the hands of the treasurer of \$3,150.85.

The report of the superintendent shows that he had on hand, at the close of the last term, \$146.61; that he has received from the treasurer of the School \$47,552; that he has received from other sources \$3,023.97, making a total of \$50,722.58; that he has paid out for the support of the girls' department, \$12,323.35, and for the support of the boys' department, \$38,557.63, aggregating, for the support of both departments, \$50,880.98, and leaving a balance due the superintendent of \$158.40. The balance of \$430.45, remaining out of a debt of about \$9,000, which the present administration of the school inherited, has been paid, and the institution, for the first time in six years, is out of debt; a fact which has been accomplished only by the strictest economy on the part of the present Board of Trustees.

In the latter part of September last, a portion of the west wall and a section of the roof of the main building, at Eldora, was torn away by a wind-storm. The Executive Council, accompanied by Hon. Robert S. Finkbine, architect, visited the School, and after an examination empowered the Board of Trustees to repair the same at once by rebuilding the wall and replacing the roof. An appropriation should be made to complete the repairs and finish the building, which I regard as a necessity, and in my judgment the amount asked for by the Board for that purpose is essential for the protection and proper improvement of the property.

The School is well managed; the discipline is admirable; and the results gained in reclaiming these unfortunate boys to lives of usefulness and honor, are most gratifying.

Chapter 171, acts of the Eighteenth General Assembly authorized the Executive Council to purchase, for the use of the girls' department, the property known as "Mitchell Seminary," the price to be paid for the same not to exceed \$20,000, and the terms to be one-

half payable in 1882, and one-half in 1884. The property was purchased at the price named in the act; but, there being an abundance of funds in the treasury at the time, the Executive Council was of the opinion that it was for the interest of the State to pay cash for the property rather than to buy it on time. Immediately after the purchase the department was moved, and now occupies the property. The building is a good one, and the property, by its location, well adapted to the use of this department.

The report of the assistant superintendent for this department shows that the balance of funds on hand, October 1, 1879, was \$343.49; that the receipts for the period from the superintendent of the School were \$12,123.20, and from other sources \$637.37, making a total of \$13,104.06; and that the disbursements for support for the period were \$12,986.58, leaving a balance on hand of \$117.48.

The building should be enlarged at once, as its crowded condition is prejudicial to the health of the inmates. An additional building is also needed for the accommodation of the assistant superintendent and employes; and a small building for laundry and bathing purposes should also be erected. The fence needs replacing at once; and I suggest that an appropriation be made to meet these necessities. A small appropriation is also necessary as a contingent fund. As this department had no such fund, the Executive Council was compelled to appropriate \$200 from the providential contingent fund for the purpose of supplying the School with water. For details regarding this department you are referred to the report thereof.

The recommendation of the assistant superintendent, that the law be so changed as to hold the girls subject to the restraints of the School until the age of twenty-one, I regard as a good one.

In my opinion the interests of this department would be best subserved, if it were separated from the boys' department and maintained as a distinct institution. The work of reclaiming these unfortunate girls is a noble one, and should be encouraged in every possible manner.

In the latter part of November, 1881, the Trustees and superintendent called on the Executive Council for permission to incur an indebtedness, on the ground that they were unable to support the girls' department on the amount allowed by law. After hearing all the facts in the case, and being satisfied that the necessity existed, the Executive Council by a unanimous vote authorized the Trustees to incur a debt to the amount of five thousand dollars, for the payment of which it will be necessary for your honorable body to make an appropriation.

THE PENITENTIARY AT FORT MADISON.

The receipts of this prison on account of salaries and for special purposes during the biennial period were \$50,028.48, and the disbursements were, for salaries of officers and guards \$31,283.81, and for sundry improvements, for which appropriations were made by the General Assembly, \$18,744.67, aggregating the same as the receipts, and leaving no balance on hand. The receipts on account of general support, including a balance of \$1,160.76 on hand at date of last report, were \$80,795.45, and the disbursements were, for support of prisoners \$64,000.25, paid into the State treasury \$14,079.87, aggregating \$78,080.12, and leaving a balance on hand, in support fund, of \$2,715.37. The receipts on account of convicts' deposits, including a balance of \$279.27 on hand September 30, 1879, were \$4,214.93; and the amounts paid out aggregate \$3,443.47, leaving a balance of \$771.46 on hand. The receipts from visitors, including a balance of \$315.69 on hand at the close of the previous period, were \$1,088.54, and the disbursements for the library were \$778.46, leaving a balance on hand in this fund of \$310.08. The balance on hand in all funds was \$3,796.91, for the details of which you are respectfully referred to the report.

The disbursements under special appropriations have been made with economy, and the work authorized thereby has been well done. The new roof which has been put on the cell-house, being of iron, renders this building entirely fire-proof. A new wash-house has been erected and is now ready for use. This was a much needed improvement. In the basement of this building will be placed the boilers, which will furnish the steam for heating the entire prison. Contracts have been entered into for the erection of the heating works to the amount of the appropriation made by the last General Assembly. An appropriation to pay for the fixtures to complete these works is needed. When they are finished the danger from fire will be much lessened, and the saving in fuel will, in a few years, more than repay the expenditure. A little over a year ago the Warden advised me that the pump and a portion of the pipe through which the supply of water for the prison is obtained had given out and that a water famine at the prison was imminent. The Executive Council immediately visited the prison, and upon examination authorized the purchase of a new pump at an expense of \$640, which was paid for out of the providential contingent fund. The pump-house is at present located below where the new sewer empties into the river, and sanitary reasons demand its

relocation as suggested by the Warden. An appropriation of sufficient amount to make the change is necessary.

It would seem only just that the appropriation of \$80, asked for by the Warden to reimburse the surgeon and hospital-steward for clothing used in small-pox case should be made. The appropriations for repairs and transportation of convicts are necessary. The appropriations asked for by the Warden for the payment of gifts and turn-out suits, and for the purchase of blankets, I do not indorse, as they have heretofore been paid for out of support funds, and are, in my opinion, properly chargeable thereto. In the interest of the health of the convicts, the Executive Council authorized the construction of a "lean-to" on the shop containing the forges, to take the place of the shop on the second floor thereof, the use of which is to be discontinued as a work-room; this was accordingly done, and paid for out of the general repairs fund. I am of the opinion that an addition of a building on the opposite side would be favorable to the health of the convicts employed in the forge-room.

During the biennial period, contracts for the labor of the convicts, for a period of ten years, have been entered into by the Warden, at higher rates than have been received under former contracts, and these have been approved by the Executive Council.

The discipline of the prison is excellent, and the books are kept in a neat and accurate manner. A comparative statement of the management of this penitentiary, under the administration of the present Warden and that of his immediate predecessor, may not be amiss. The former Warden, during the last four years he held the office, expended for support nearly twice the amount allowed by law, which expenditure required not only the use of all the proceeds of the labor of the convicts, but in addition there was paid to him from the State treasury \$52,946.06; while the present Warden supported the convicts, during his first term, at the rate of \$6.40 per convict per month, and thus far during his second term at the rate of \$7 per convict per month; and, instead of drawing from the State treasury for purposes of support, he has paid into the treasury, from his general support fund, by my order, the sum of \$28,081.46; and he had on hand, in assets available for the support of convicts, at the close of the present biennial period, in cash, \$2,715.37, in contractors' notes \$9,246.81, in accounts against contractors \$2,703.55, and in provisions and supplies \$4,215.38, aggregating \$18,881.11. Further comment is unnecessary, as the figures tell the story very plainly. Suffice it to say, if the former Warden

had administered the affairs of the prison with the same regard to law and economy which has characterized the administration of the present incumbent, the State would have been over one hundred thousand dollars better off by reason thereof.

Your attention is called to the debts against the State incurred by the late Warden, and left unpaid when he went out of office. These amount to about \$15,000, and have been standing four years and over. They should have been paid, and I suggest that an appropriation for that purpose be made and placed under the control of the Executive Council for disbursement, on proper proof being made as to the justice of the claim, and the further proof that the party to whom the debt is due did not collude with others to defraud the State.

During the past two years, suits have been prosecuted against the late Warden, his sureties, and persons implicated with him. Judgment has been obtained in the district court of the county of Van Buren against Morris, a clothing contractor, for \$4,096.81, and the amount collected. Judgment has also been obtained against the late Warden, in the circuit court at Keokuk, on his last bond, for \$8,000. The sureties on this bond, who had separated their case from that of the Warden, are contesting the validity of the bond on account of alleged serious irregularities in its execution, and their suit is now in the Supreme Court on appeal. The expenses have been \$3,464.07, leaving \$2,082.24, including moneys advanced by the State, in the hands of the attorney, who, in connection with the Attorney-general, has charge of the case. The expenses attending this litigation have been heavy, owing to frequent continuances, changes of venue, and other means resorted to by the defense to delay matters; but, whatever its cost, if it shall have no other ultimate effect than to demonstrate that the State cannot be plundered with impunity by its servants, it will be money well spent. I deem it proper here to say a word of commendation of the manner in which the State's case has been conducted by Hon. Galusha Parsons, the counsel having immediate charge of it, who has devoted time and attention to this litigation, and brought to the trial and argument of the causes an ability and experience which have done much towards attaining the results already achieved, and give promise of further success in the suits yet to be determined.

Both penitentiaries have been regularly visited as required by law, and at each visit the accounts have been examined, and the cash

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counted and found to correspond with the amount called for by the books.

ADDITIONAL PENITENTIARY.

The report of the Warden of this institution shows that he had on hand at the date of his last report, of special funds, the sum of \$195.42; that his receipts from the State, under special appropriations, were \$58,465.20; and from other sources \$90.78, making a total of \$58,751.40; and that he has expended, of special funds, as shown by his report, \$49,385.81, leaving \$634.41 due other funds of the prison, which will be repaid when he makes his next requisition on the State treasury for special funds. He has received from the State for the payment of officers and guards the sum of \$34,632.48, all of which has been expended. Of support-fund, he had on hand, at close of his last report, \$3,808.31; his receipts from the State for the period were \$81,294.94, and from other sources \$57.80, making a total of \$85,161.05; and his disbursements for general support were \$29,814.65; and he has paid into the State treasury by my order \$2,259.71, making a total disbursement from this fund of \$92,074.36, and leaving a balance of support-funds on hand of \$3,086.69. The receipts from funds deposited by convicts, including balance on hand September 30, 1879, of \$128.25, were \$1,425, and the disbursements \$1,379.30, leaving a balance due this fund of \$145.70. The receipts of the visitors' fund, including balance on hand at close of last report, September 30, 1879, of \$173.77, were \$994.87; and the disbursements on library account \$559.54, leaving a balance due this fund of \$435.33; and making balance in all funds of \$3,934.33, less amount which has been advanced, on construction account, from these funds, of \$901.02, which proves the balance on hand of \$3,033.31, as shown by the clerk's report, and which advance will be reimbursed from the next requisition, as before stated.

Since the date of the last biennial report the cell-house has been completed, and is now occupied by the prisoners. This building is believed to be one of the best in the country. The heating and ventilating apparatus has been put in, and works satisfactorily.

The sewer has been completed at a cost of \$4,112.47, being nearly \$900 within the limit of the appropriation. The front gate and a large portion of one side of the prison inclosure have been constructed, besides much other work, for the details of which you are referred to the Warden's report. All the work has been done in the most thor-

ough manner, and if the general plan is carried out, as it has been commenced, Iowa will have one of the model penitentiaries of the country. Work on the wall should be prosecuted as fast as possible, in order that the prison shall be entirely inclosed, thus cutting off all chances of escape by the convicts. A marked necessity of the prison is an ample supply of water. For the past three years this supply has been furnished by the Anamosa Water-works. The Warden suggests the laying of pipes to a spring to which the State has a right of way. In 1878, Hon. Buren R. Sherman and myself devoted a whole morning to the examination of this so-called spring. Our opinion then was that there was not water enough flowing from it for a permanent supply for the prison. In my opinion, it would be economy for the State, and to the best interest of the prison, to put in a small pump at the river and with it pump water into a reservoir to be built on the hill above the prison. This could be done at an expenditure of not exceeding \$8,000.

The discipline of the prison is good, and I believe that its affairs are administered with economy and efficiency. For nearly four years past Warden Martin has, under appointment of the Executive Council, acted as superintendent of construction without any extra compensation. The other members of the Council join me in saying that he has filled this appointment in a satisfactory manner, both as regards economy of management and quality of work, and the State has thus been saved the compensation which, otherwise, must have been paid a superintendent, amounting to nearly \$6,000. The quarry which the State purchased has been thoroughly developed, and will furnish sufficient stone for the wants of the prison for many years.

Your attention is called to the fact that the statute nowhere fixes the term of office of the Warden of the Additional Penitentiary, nor the mode of his selection. Chapter 40, of the acts of 1876, provided for the election of a Warden "by the General Assembly," to hold "office for two years from the first day of April, 1876, and until his successor is elected and qualified"; but makes no provision for such successor. I deem the question one of much importance and demanding immediate legislative action.

GRADED PRISONS.

In view of the fact that the Additional Penitentiary is partially completed, has not the time arrived when the General Assembly should inaugurate a system of graded prisons, so that those who are convicted

of the graver offenses and sentenced for longer terms, and those convicted a second time, should be imprisoned at Fort Madison, and those whose terms of service are shorter should be sent to Anamosa? It is certainly against the reformation of the young criminal who is imprisoned, perhaps for his first offense, to be brought in daily contact with those who are hardened in crime, and for whom there is little hope of reform. In my judgment, a much larger proportion of the younger class of criminals would, warned by their past experience, become good citizens when their term of service expires, than is the case at present, if it were not for the contaminating influence of older, vicious, and hardened convicts with whom they are compelled to work day by day during the term of their service. The theory of the law is that criminals are punished not only for the crime committed but as an example to others. The reformation of the criminal is at the same time incidentally forwarded by means of opportunities for education, religious teachings, and consolation, and an ample supply of books, all of which accord with the true theory regarding the reclamation of criminals. Another step in a humanitarian direction would be, after the State has been reimbursed its outlay on account of the convict's crime, to allow him his proportion of the surplus earnings over and above the cost of his support. It is not in accordance with the dignity of the State to make money out of the convict's labor, or to enter into competition with free labor.

It has become a settled conviction, in the minds of all thoughtful persons who have paid any attention to this subject, that mere punishment has little if anything to do with the reformation of a criminal. If he is to be reformed, he must be lifted up, and have thrown around him influences of a humane and elevating character; and society has little to hope for in any attempts at reformation based on merely punitive measures. If the humane and benevolent societies of the State were to take steps for the purpose of procuring work for the convict when his term of sentence expires, he would be induced to feel, if he had any manhood left in him, that there was still a place for him in society, where he might rise from his fallen estate, rather than become the companion of the vicious and depraved.

JUVENILE CRIMINALS FROM ABROAD.

During the past four years there has been brought to Iowa, under the auspices of humane societies, for the purpose of finding them homes, a large number of children of both sexes. These children

have been picked up on the streets, kept in some charitable institution for a short time, and then sent West by the car load and bound out to our people. While the object sought by those managing this work is a good one, yet I am sorry to say that the results, in the main, are not such as could be desired. Many of these children are of the "hoodlum" type, criminals by heredity, and almost immediately on their arrival in the State leave the homes provided for them and take to vicious practices, and, because of the superior acumen superinduced by their former method of living, exercise a bad influence on the children they are brought in contact with. A notable example of this was seen in the recent successful attempt to throw a train from the track of one of our principal railroads, whereby a valuable life was lost and all the passengers on the train imperiled. How many of these children have been brought to the State I am not aware, but of those brought here there are at this time in the Reform School eight boys and one girl, and two are at present inmates of the Additional Penitentiary, and the Warden informs me that he has had as many as ten at one time in confinement in that institution. This matter demands such legislative action as may be found practicable towards preventing the State from becoming a harbor for the criminal youth of the seaboard cities.

REFORMATORY FOR CRIMINAL WOMEN.

I have been requested by the philanthropic women of the State to call your attention to the expediency of erecting a reformatory for criminal women. There are, at present, at the penitentiaries of the State, no accommodations for female prisoners. If this reformatory were established, the females convicted of crime could be sent there, in place of being incarcerated in the penitentiaries and jails of the State. The system has worked well in other States, and doubtless would be equally productive of beneficial results here.

CRIMINAL RETURNS.

The Secretary of State submits the usual biennial statistics of the convictions for crime. They show that the number of convictions for the period was 2,451. This is a diminution, as compared with the prior term, when they numbered 2,937, of sixteen and a half per cent, and with the term ended September 30, 1877, of twenty-five per cent. It is fair to assume that these figures indicate a marked decrease in the

number of violations of the statutes. This is perhaps due to the enhanced general prosperity, prevalent throughout the country. The amount of fines imposed for the period was \$137,707.33, and the amount collected was \$34,959.42. The court expenses of the ninety-seven counties making returns amount to \$715,035.48, being \$38,443.92 less than for the former period, a reduction of about five and a quarter per cent. While this decrease is, of course, gratifying, yet even these lower figures show our criminal expenses to be enormously high, the average cost of each conviction during the period having been \$291.81. It is no wonder that many of the counties complain at the large proportion of the taxes collected, that is expended in criminal prosecutions, so large indeed as frequently to hinder the payment of other county expenses. One cause, and probably the most potent one, of these enormous expenses, is to be found in the delays in trying criminals, the courts, for one reason or another, constantly postponing trials, thus often causing failures of prosecutions, while the expenses are accumulating. I submit that this state of affairs demands remedial legislation, in order that the majesty of the law may be more promptly vindicated. Another serious source of expense is in the amount paid on account of preliminary examinations. These examinations are, or should be, for one purpose only: to secure the person of a criminal when desired by the prosecution for trial; and yet a large percentage of examinations are held when it is well known that the accused will be in the county, when and where he can be arrested whenever an indictment is found. I would recommend that section 4185, Code, be amended so that the preliminary examinations for which it provides, should be had only when felony is charged, and not then except in cases of murder or rape, unless upon a showing, satisfactory to the magistrate, that there is good reason to believe the accused would otherwise abscond before the sitting of the grand jury.

I would further recommend that in cases of homicide, where the coroner's jury find the deceased came to his death by the unlawful act of some person, the coroner may issue his warrant for the commitment of such person (or his admission to bail as the facts may warrant) to answer for said crime at the next term of the district court. This would obviate the necessity for a preliminary examination where the same testimony is necessarily repeated.

THE PLEA OF INSANITY.

Owing to the recent commission of a heinous crime which has brought grief to every family in the nation, public attention has been very largely directed to the plea of insanity made by persons charged with homicidal crimes, and the claim of non-responsibility on account of insanity at the time the crime was committed. The law of this State provides that "if the defense be the insanity of the defendant the jury must be instructed, if they acquit him on that ground, to state that fact in their verdict." Should not this be revised? It seems to me that the plea of not guilty should not be allowed to cover the plea of insanity, but that the latter, when relied upon, should be specially plead and tried by experts, the inquiry being solely as to the state of mind of the defendant, first, at the time the act was committed, and second, if necessary, at the time of the inquiry, the burden of proof being upon the defendant. If the defendant should be found to have been insane at the time the act was committed he should be confined as a dangerous man to society by reason of his insanity and the possibility of the recurrence of his malady.

It is not a little singular that, while in almost every case of murder where the offense is too notorious to admit of the doubt of guilt, insanity is plead, it is hardly ever heard of in connection with any other crime. This fact is well calculated to strengthen the popular estimate of the farcical character of this plea when it is made and enforces the demand for remedial legislation.

THE FISH COMMISSION.

At the close of the last biennial period there remained, unexpended, of the appropriation made by the Seventeenth General Assembly for the Fish Commission, \$698.30; and there was appropriated by the Eighteenth General Assembly \$5,000, making a total of \$5,698.30. There has been disbursed during the past biennial period \$3,433.04, leaving \$2,265.26 undrawn and available for the purposes of the appropriation.

During the biennial period, large quantities of land-locked salmon, lake-trout, white fish, and brook-trout have been deposited in the streams and lakes of the State. The Commissioner has succeeded in obtaining quite a large lot of European carp, which have been distributed. Good and sufficient ponds have been constructed at the hatching-house for these fish, and the time is near when the State will receive the benefit of this cheap and easily raised fish.

I call your especial attention to the recommendation of the Commissioner regarding chapter 123, acts of the Eighteenth General Assembly, the constitutionality of which, so far as it requires the owners of dams to construct fish-ways, has been questioned, and I learn denied by one of our district courts. In order that the question may be finally adjudicated, I have requested the Attorney-general to take to the Supreme Court the first case of which he has knowledge, where the decision of the lower court is unfavorable to the law. I also invite your attention to the act, in order that, if in your judgment any unconstitutional feature appear therein, it may be removed, so that the beneficial purpose of the statute may not be defeated.

The hatching-house in Dickinson county has been in operation only since December, 1880. Its operations, even in that short period of time, have given promise of good results. The supply of water is unlimited, and the building is well adapted for the purpose designed. The appropriation of a small amount of money—say one thousand dollars—for the construction of artificial ponds, will enable the Assistant Commissioner to do a good work in restocking the lakes and rivers of the State with native fish, at a merely nominal cost. The lakes, situated in Dickinson and other counties of northern Iowa, are beautiful sheets of water, and will, in the near future, be visited by vast numbers of our people, for purposes of health and recreation. Many of these lakes, at the present time, have an abundance of fine fish, but they are rapidly disappearing, for the reason that there are no means by which the fish, when they run down the streams in the spring, can re-pass the mill-dams, situated on the outlets. Another cause of the rapid decrease of fish, in these lakes, is owing to the immense amount which are speared through the ice during the winter months, aggregating, in Lake Okoboji, hundreds of tons, annually. This practice should be summarily stopped by a stringent enactment, in order that these lakes may retain one of their most attractive features.

I am aware that there are doubts in the minds of many as to the utility of the fish-hatchery for the purposes of propagating fish and restocking the streams of the State. While it is true that the results in this State, owing to the short time since the foundation of the Commission, have not as yet been such as to popularize this work, yet in view of the marked results attained in thirty-three States and three territories, in many of which commissions of this character have been in operation for a longer period, I am of the opinion that the day is not far distant when the Iowa Fish Commission will, in the

results accomplished, be found to have met the expectations, not only of the public, but of its most sanguine friends.

THE BOARD OF HEALTH.

This Board was established, and its powers and duties defined, by chapter 151, acts of the Eighteenth General Assembly. By the terms of the act the Attorney-general of the State, a civil engineer, and seven physicians compose its membership. The Board was organized in May, 1880. The act referred to appropriated \$5,000 a year, or so much thereof as was necessary, to carry on the work of the Board. Of this amount there has been expended the sum of \$3,945.75. The intention of the General Assembly in creating this Board was to "provide for the collection of vital statistics, and to assign certain duties to local boards," etc. The report of the Board covers a vast amount of valuable information regarding the diseases incident to our population, and also to the live stock of the State. It embraces essays on many subjects relating to infectious diseases and matters pertaining to sanitary science, which have been contributed by the members of the Board, and the leading scientists and physicians of the State. The information contained in the report will be of great value to our people. The obtaining of correct vital statistics is worth much more to the State than is expended in maintaining this Board. I earnestly call your attention to the recommendations of the Board, regarding the legislation needed to perfect the system. The statute should be amended in order that the highest degree of benefit be derived from the labors of the Board.

PHARMACY.

The Eighteenth General Assembly enacted a law "to regulate the sale of medicines and poisons." By the provisions of the act the executive was required to appoint, "with the advice of the Executive Council," "three Commissioners of Pharmacy." Said Commissioners were to have power to make the necessary regulations to carry out the provisions of the act. The Board was organized April 26, 1880. From the report it will be seen that there are 2,241 registered pharmacists in the State. Your attention is called to the suggestion of the Commissioners that the law be amended so as to enable them to enforce penalties. It is a general rule of law that "the less is embraced in the greater," hence if the law creating this Board of Commissioners empowers it to make "by-laws and all necessary regulations," and

to license and regulate under these "by-laws and regulations" all pharmacists, the Board, when a pharmacist is convicted of a violation of its rules, has the power to revoke the license of the offender. As to the right of the Board to do this there seems to be a doubt, and in fact this right is now being contested in the courts. I suggest that the law be amended so as to remove all ambiguity in this respect.

MINE INSPECTION.

The office of Mine Inspector was created by chapter 202, acts of the Eighteenth General Assembly. The law went into operation July 4, 1880. On the 28th of that month I appointed Parker C. Wilson, of Mahaska county, Inspector *ad interim*. His report shows the number of mines in operation in the State, July 1, 1881, to be 457, in which there were employed 6,176 men and boys. The product of the mines during the year for which the report is made is, as nearly as can be determined, a little over 3,500,000 tons. During his term of office the Inspector has visited all the mines of the State, and most of them twice.

The production of coal is constantly increasing, and the mines are taxed to their utmost capacity to meet the demand for coal for heating and manufacturing purposes. Coal is being mined in twenty-six counties of the State, and is now found in some localities where it was not before supposed to exist.

Your attention is called to the suggestion of the Inspector regarding amendments to the law which are desirable in order to make its workings more harmonious. The law should be amended so as to require mine owners to report serious accidents of every description to persons employed in the mines; and the provision regarding ventilation of the mines should be amplified so as to insure a greater degree of safety to the miners. Section 13 of the law forbids the employment of boys under twelve years of age in the mines, a provision which I regret to say is being constantly violated. In my judgment the employment of boys under fifteen years of age in the mines should be strictly forbidden, and the same prohibition should apply to all boys of whatever age who are unable to read and write. As it is now, boys are placed in the mines at a very early age, and are deprived of the opportunity of acquiring any education whatever. The result is that they grow up in absolute ignorance.

The law requires the Inspector to visit and examine all the mines in the State and report on their condition. No provision is made for his

traveling expenses. These expenses, in my opinion, should be paid by the State.

IOWA WEATHER SERVICE.

The Seventeenth General Assembly established the Weather Service at Iowa City, under the charge of Prof. Gustavus Hinrichs, and appropriated for its maintenance \$1,000 annually. There has been drawn from the State treasury, during the past biennial period, \$1,974.22, which has been expended, as shown by the Superintendent's report, and for which amount vouchers have been filed with the Auditor of State. As will be seen by Prof. Hinrichs's report, much labor is involved in properly conducting the operations of the service. Over three hundred persons, located so as to include all portions of the State, are engaged as volunteers in making observations. In the list will be noted many of the leading men and women of the State. The work of the observers is done free of charge, and is on their part no small contribution to science. The object for which the service was established is a most desirable one, and its findings, regarding the crops, rain-falls, and the general facts pertaining to the climatology of the State, will grow in value with the lapse of time.

I call the attention of the General Assembly to the report of the Superintendent of the Service, and suggest that an additional appropriation of one thousand dollars a year be made to carry forward the work.

IMMIGRATION COMMISSION.

The Eighteenth General Assembly, by chapter 168, created the office of Commissioner of Immigration, and among its provisions made it the duty of that officer to use his efforts "to induce capital and industry to seek investment and employment in the development and improvement of the agricultural, manufacturing, and mining resources of the State." The act appropriated \$5,000 per year for two years to pay the salary of the Commissioner and to defray the expenses necessary to be incurred to carry out the intent of the act. As authorized by the law, I, in May, 1880, appointed Hon. George D. Perkins Immigration Commissioner. Of the funds appropriated there has been expended up to November 1, 1881, the sum of \$5,372.25. For the details of the work done you are referred to the report.

I am satisfied that the information which has been disseminated through this agency has done much to draw attention to the resources

of the State, and attract hitherward a good class of immigration. The expenses of the commission are a mere trifle, and I trust the work so vigorously inaugurated by the Commissioner may meet with hearty support at your hands.

THE HISTORICAL SOCIETY.

The receipts of this Society from the State and other sources, including a balance of \$40.13 on hand at date of last report, were \$1,049.87; and the disbursements \$940.13; leaving a balance on hand September 30, 1881, of \$109.74. The Society's collection of historical data regarding the State is, and will be, of great interest and value to our people. For details regarding the work accomplished by the Society, and the expenditure of the funds, you are referred to the report.

THE NEW CAPITOL.

The report of the Capitol Commissioners shows that there has been expended, during the past two years, \$258,145.38, and altogether, up to this time, \$1,834,533.88. Accompanying the report are the detailed estimates of the Commissioners as to the amount necessary to complete the building. These estimates aggregate \$649,446.34; but it should be borne in mind they do not include the amount necessary to furnish the building.

Believing a partial completion of the building to be not only practicable but necessary, I called on the Commissioners for a supplemental estimate, which will be found with the report. This estimate shows that the building can be made ready for partial occupancy by January 1, 1884. To do this will require an expenditure of \$523,282.44, aside from the amount required for furniture. There is available for this work, the present year, \$125,000 of the appropriation of 1872. By an additional allowance of \$100,000 for 1882, of \$200,000 (to include the remainder of the appropriation of 1872) for 1883, and \$200,000 for 1884, aggregating \$625,000, the building can be partially completed, and the finished portion furnished, in time for the convening of the Twentieth General Assembly. The cost of supervision, the large sum already expended, the danger to the archives of the State and her library, in the present building, and the crowded and uncomfortable condition of the latter, demand the prompt appropriation of sufficient funds to complete the work. In my judgment the healthy condition of the State's finances will warrant the appropriation without risk of embarrassment.

SUPPORT OF STATE INSTITUTIONS.

It is clearly evident that the recent heavy advance in provisions, clothing, fuel, and other necessities of life will render the support of the State institutions impossible on the present statutory allowances should the high prices continue during the current biennial period. As a reduction in prices may occur during the period, I would not consider it advisable to increase the present monthly or quarterly allowance.

I would, however, suggest that whenever the Trustees of any of the State institutions, or the Wardens of the respective Penitentiaries, are satisfied that the institutions under their charge respectively cannot be supported within the limit allowed by law, the Executive Council be authorized, in its discretion, and upon proper showing, to increase the allowance to such institution, for such time as may be necessary, at a rate of not exceeding two dollars per month for each of the inmates thereof. If this policy were adopted, the increased allowance could be discontinued whenever the Council should become of the opinion that the necessity therefor had ceased. Section 1 of chapter 67, acts of the Seventeenth General Assembly, makes it unlawful for any State institution to incur a debt for support purposes without first obtaining the written consent of the Executive Council. It will be difficult, in case the necessity arises for the creation of a debt of a considerable amount, in such emergencies as are provided for in this section, to find persons who are willing, and financially able, to carry a debt against the institution for any length of time. I therefore suggest that this clause be repealed, and the power to increase the allowance be left to the Council, as I have suggested.

TREASURERS OF STATE INSTITUTIONS.

If the office of treasurer of the several eleemosynary institutions were abolished, and the superintendent made the custodian of all funds, the keeping of the books would be much simplified. As it is now, there are two sets of accounts kept for each institution, when one is sufficient. As the bills are all audited by the boards of trustees, the public funds would be fully as secure, and their disbursement as carefully guarded, as under the present system.

CONFERENCE OF CHARITIES.

Considering it of importance that the State should be represented at

the meeting of the National Conference of Charities, I appointed Miss Margaret A. Cleaves, M. D., of Davenport, as a delegate to that body. Her report will be found printed with the State documents.

It is of much interest and value, and is a strong argument in favor of the establishment by the State at an early day of a State Board of Charities and Corrections, whose duty it shall be to supervise the management of our eleemosynary and penal institutions. The powers of such a board should be comprehensive in their scope, so as to embrace a full supervisory power over poor-houses and jails as well as the charitable and penal institutions of the State. There are, in the poor-houses of the State, or receiving aid in counties without poor-houses, 1,304 persons. The statement of this fact, and the disclosures made regarding the management of poor-houses in many of the States, demonstrate that some supervision is necessary other than what is afforded under the present system.

AGRICULTURE.

During the past year there has been much anxiety manifested by growers of stock in this State for fear that "pleuro-pneumonia," or "bovine lung plague," and "Texas fever," should become epidemic among our cattle; and also for fear of the spread of glanders among horses.

In March last my attention was urgently called to what was supposed to be "pleuro-pneumonia" in Clinton county, and I at once requested Dr. W. S. Robertson, President of the State Board of Health, to investigate the same. Under his advice I employed Dr. H. J. Detmars, V. S., of Chicago, who made a critical examination of the herd supposed to be infected. He found the disease to be an acute form of pneumonia—the result of insufficient care and exposure while in an enfeebled condition—among a herd of calves which had been brought from the Eastern States. This same disease has prevailed in many herds of young cattle recently imported into this State from Michigan, Ohio, and other States, and is, in my judgement, largely the result of such exposure, without suitable care and shelter, to the sudden changes incident to our early winter months. I was also requested to appoint some one to examine herds in Crawford and Jefferson counties. In compliance with these requests I appointed Professor Milliken Stalker, of the Agricultural College, to inspect the diseased cattle, which he promptly did. In Crawford county he reported the existence of Texas fever in one herd, and in Jefferson county he found malignant *anthrax* prevalent.

I also appointed Professor Stalker and Dr. C. N. Wright, Veterinary Surgeon, to inspect diseased horses in Grundy, Jasper, Polk, and Madison counties. In each of these counties glanders was found to exist, and, from facts which have come to my knowledge, I believe this disease prevails to some extent in several other counties in central Iowa.

The expenses of these investigations were paid, \$76 out of general revenue, and \$207.20 out of the contingent fund of the executive office.

Statutes should be enacted to prevent the introduction of pleuro-pneumonia into the State, and laws now on our statute-books regarding the importation of cattle infested with Texas fever, and horses infested with glanders, be amended so as to make them more effective for the prevention and stamping out of these diseases. If this is not done there is grave danger that the live stock of the State will be seriously affected by them, and an immense pecuniary loss entailed on our people.

In the month of September last, I issued a circular letter to the people of the State, calling their attention to the reported prevalence of pleuro-pneumonia in many of the Eastern States, and urged them to desist from the importation of cattle, and especially young calves, from other States. While it is a most gratifying fact that there is not, at this time, any infectious disease prevalent among our cattle, yet the interests involved are so vast that it would seem wise to inaugurate preventive measures to avoid their introduction or spread in the State.

The interests of Iowa being so largely agricultural, it seems to me that the creation of a Bureau of Agriculture having special charge of matters pertaining to this industry would be of great value. The chief of this Bureau should be a State officer. It should have connected with it a department of entomology and veterinary science, and should be charged with the duty of examining into the causes and the best methods of prevention and treatment of the diseases incident to live stock of all kinds. It should also gather and disseminate information regarding the soils of the State, their adaptability to the production of grasses and grains, and whatever else is of importance to this, the dominant interest of the State. This Bureau, if properly maintained, would be of great value to our people, and a fountain of knowledge to those seeking information as to the resources of the State. The agricultural products alone of Iowa, during the past biennial period, aggregate the vast sum of five hundred

millions of dollars. Surely the cost of maintaining a Bureau of Agriculture would be but a trifle as compared with the benefits to accrue to the State through interests of such magnitude.

STATE AGRICULTURAL SOCIETY.

The tables in this Society's report, giving the amount and value of the products of the soil, and the live stock raised, show a gratifying increase as compared with former years. The crop returns made to the Society, embracing as they do all the counties in the State save one, have been gathered through the co-operation of over three hundred farmers. The expense connected therewith is quite large and has been defrayed by the Society, which is illy prepared to bear it. In order to make this portion of the work of the Society a permanent feature, an appropriation of \$2,000 is asked for. The value to the general public of this feature of the report would seem to warrant such appropriation. The papers on various topics connected with agriculture, contributed by our leading agriculturists, embodying, as they do, a varied personal experience in the practical affairs of farm life are of much interest and well worthy a careful perusal, and I trust they may convey to you valuable hints as to needed legislation for the fostering of that interest which, more than all others combined, augments the prosperity of our State.

RAILWAYS.

Your attention is called to the report of the Railroad Commissioners as being of much interest and value, especially as there is at this time so much discussion of the transportation question. The construction of railways is rapidly increasing in Iowa and throughout the country. At present there is a mileage in the State of nearly 5,500, and there is in process of construction and partially completed fully 1,000 miles more. All of the counties in the State save two have railway facilities, and these will be reached by lines now in process of construction early in the spring of 1882. The business of the railways has increased enormously, which increase is a gratifying evidence of the growth of the State. The tables regarding the rates charged for the transportation of freight and passengers on the great lines of the country show that for several years past there has been a steady and gradual decrease therein, and that in this general reduction it is found some of our Iowa roads most largely participated. The tables of transportation charges

on our Iowa roads on both local and inter-State traffic are elaborate, covering as they do many years of traffic, and these also show a gradual reduction in the charges year by year. Especially is this the case on traffic from interior points in Iowa to the Chicago market. It is a fact—though not shown in the report—that at this time the rates on dairy products from competing and non-competing points in this State to the seaboard markets are as low as they are on the same products from Central New York to the same markets. This is, of course, a direct benefit to the Iowa producer, as it renders his land, though over a thousand miles from market, as valuable for dairy purposes as if it were much nearer.

The opinion is freely expressed by prominent railway men that with reductions of grade and curvature on the through lines already built and in course of construction, with the more economical methods of operation which are being elaborated and applied, and with the usual results of free competition, the day is not far distant when still lower rates will be the rule.

It will also be seen by reference to the report that, while there have been large reductions in freight charges, the rates on freight from points in the interior of the State to points on the Mississippi River are much higher, relatively, than the rates to Chicago. Competition, the completion of new lines in harmony with river transportation, the inexorable laws of trade, and a due regard, on the part of the railways, to the just demands of their customers, will, it is hoped, do much towards remedying the existing disparity in rates, at an early day. The report is accompanied by a map of the State, showing the railways built and in course of construction. Another interesting feature will be found in the profiles of grade of the leading lines crossing the State from east to west and from north to south, the value thereof consisting in the means furnished for determining the relative cost of hauling freight over the different lines of road. The study of this subject will be useful to all having business relations with the roads, and may aid materially in arriving at correct conclusions as to the value of railway service.

All these facts are of great interest, and are important factors in the solution of the vexed question which is exciting so much discussion, the "transportation problem."

In view of the current discussion by the press and on the forum regarding the legal status of railway corporations, and their public and private rights, the views of the Commissioners will be found of great

value to the people of Iowa, who have so large an interest in the proper determination of these questions.

That part of the report that treats of the causes producing the "coal famine" which prevailed last winter, and the possibility of the same state of affairs recurring this winter, their conclusions concerning it, and the injunctions laid upon the railways in relation to a proper supply of cars, will be found of interest.

During the year just closed the Commissioners have decided upon fifty-six complaints which have been made to them. In every case the decision of the Commissioners has been accepted by both the corporations and the people as an absolute settlement of the question at issue. In addition, many informal complaints, embracing minor grievances, have been satisfactorily adjusted by the Board simply through their calling the attention of the companies to the facts. These things show clearly that the commissionership system, although it is not yet four years since its adoption, is growing in the confidence of the people, and is relied upon by them for protection against the encroachments of the railway corporations. It is fast becoming a settled conviction in the public mind, not only of the people of Iowa but of other States, that the commission, acting as it does in the capacity of a board of arbitration, before which complaints may be made, evidence taken, and matters of difference promptly adjusted, and whose decisions when rendered have all the moral weight of judicial decrees, with the great saving of time and expense attendant, gives much better results than can be derived from the more tedious and expensive processes of the courts. That this is the case is evidenced in the adoption by other States of the commissionership system. Maine, New Hampshire, Vermont, Virginia, South Carolina, Georgia, Alabama, Kentucky, Ohio, Michigan, Illinois, Iowa, Wisconsin, Minnesota, and California—eighteen States—now have railway commissions, while New York has a State engineer, and Pennsylvania a secretary of internal affairs, each of whom performs many of the duties of railway commissioners in other States. Great Britain and several of the continental States have like boards, and Australia has adopted the system within the past year. This method of public control is so thoroughly demonstrating its efficiency that at the present ratio of its adoption it will soon be found on the statute-books of every State in the Union. Furthermore, no State or people, after adopting this system of public control of railways, has yet abandoned

it, so that I am forced to the conclusion that a proper control of interstate commerce will necessitate a national board of commissioners.

I am aware that there are many who think that the powers of the Commissioners should be enlarged, or in other words that they should be invested with judicial powers. From this view I dissent. The only boards of commissioners having judicial powers that I am aware of are those of Georgia, California, and Great Britain. To what extent these powers have been exercised by the boards of the two first named I am not informed, but in Great Britain, where the supervision embraces more than three times the mileage of Iowa, the powers of the Commissioners have been invoked only 101 times during seven years, and a large number of the cases were not judicial, but related to the approval of rates; while during less than four years the Iowa Commission has decided 105 cases, many of them of great importance to the people, and every decision has been obeyed by the corporations and accepted by the people. Furthermore: since the organization of the Iowa Commission not a suit has been brought in any of the courts of the State—so far as I am informed—involving questions of overcharges or extortion, while under the law which was in operation from 1874 to 1878 hundreds of such suits were instituted, many of which are still pending. Thus is the great economy of the system demonstrated. These results have been achieved because of the knowledge, on the part of the corporations, that, behind the Board of Commissioners, there was a vast moral force, in the shape of an immense volume of popular sentiment in favor of a just and proper control of corporations; which sentiment would resent any refusal on the part of the corporations to accept the determinations of the Board as an encroachment on the rights of the people, and a practical denial of the power of control so strenuously insisted upon by them.

WATERWAYS.

The rapid increase in the amount of the products of the West, the constantly growing demand for these products, the necessity for the lowest rates of transportation attainable, whereby the interests of both producer and consumer may be advanced, have stimulated the people of the Mississippi valley to look to other and cheaper routes to the sea-board and foreign markets than those already open. Of the routes attracting attention at the present time, one is to be found in the natural highway of the Mississippi River, the improvement of which is imperatively demanded. The other may be obtained by a

canal to connect the waters of that river with the chain of lakes, the Erie Canal, and the St. Lawrence River. Both of these routes are feasible. The plans for the improvement of the one and the construction of the other show that the cost will not be excessive, and when completed these routes will have an important bearing on the question of cheap transportation; for it is easily foreseen that Western products will as a consequence be carried to market at the minimum rate of charges attainable whether by rail or by water. The opening of these routes will also be a great factor in the solution of the problem of inter-state commerce. Both of these enterprises tend to the same results, and the friends of both should work in entire harmony. As the benefits to be attained are national in character, it is to Congress that the people must look for the needed funds with which to realize those benefits. I therefore suggest that you memorialize Congress for an immediate appropriation for the furtherance of these great enterprises.

PUBLIC HIGHWAYS.

The condition of our roads is such at times as almost to forbid travel, and thus bring nearly to a standstill the large amount of business transacted upon the highways. This subject needs your attention. The present system of working the roads by a headless and almost aimless army of over ten thousand supervisors is radically unsound. The infinitesimal road districts, with their attendant dissipation of responsibility and utter want of system, along with the practice of paying taxes with what is called labor on the roads, ought to be remorselessly annihilated. Of the half million dollars collected for road purposes throughout the State, a far larger proportion, it may, I think, be safely said, is wasted than of any other amount of money collected in this State for any purpose whatever. The payment of all taxes in money and the consolidation and systemization of the work on the roads under intelligent management, would be as productive of good results here as it has been in other States.

CORPORATIONS.

The foreign insurance companies doing business in this State derive their authority from certain statutes which require them to make a showing of their fiscal condition to the Auditor of State. The law in this regard being complied with, the Auditor issues to a company

a general license to transact business in the State. In case of loss occurring to the company, the payment of which is contested at law, it is the almost universal custom, when the loss exceeds \$500, for the company to transfer the cause to the federal courts. Owing to the delays and increased expense incident to these courts, much injustice is, in many instances, done the person bringing the suit against the company, and he is often greatly hindered in obtaining his rights. This requires a remedy at the hands of the law-making power through the passage of an act requiring all foreign insurance companies to waive all rights to transfer their actions to the federal courts; or, in other words, to make it a condition of their right to transact business in this State that they agree to try all actions brought against them in the courts of Iowa. That the State has the right to regulate foreign insurance companies by a law of this character has been affirmed by the Supreme Court of the United States. It may well be considered whether some such legislation would not also be advisable in reference to railway, express, telegraph, and all other corporations organized under the provisions of law in other States but doing business here.

INSURANCE.

Attention is called to that part of the Auditor's report regarding the organization of "mutual aid societies," and marriage dower associations, and to the statutes providing for the creation of mutual insurance companies. As these companies refuse to make any report to the Auditor, and are contesting by law the right of the State to control them, there is, in my mind, fair reason for believing the organizations not to be legitimate in their objects, but on the contrary intended to be the source of large gains to those controlling the so-called insurance companies, at the expense of the unwary and unsuspecting, who take it for granted that any concern having the words "Insurance Company," on its door or in its so-called policies is organized under the provisions and requirements of law, which are complied with by insurance companies doing a legitimate business.

The organization of this class of companies should, in my judgment be strictly forbidden by law for it is certain, if some check is not placed on them, serious abuses will creep in, such as have been in vogue in other States, like the so-called "grave-yard" insurance, which is attracting so much attention. I trust you will apply such remedial legislation as will prevent anything of the kind in this State.

I concur with the Auditor in the opinion that the best interests of the public demand that no insurance companies be permitted to organize with less than one hundred thousand dollars of paid-up capital, and I would further suggest that all capital of such companies be paid up.

The amount of property insured against fire, for the year 1880, was over one hundred and two millions of dollars, on which the premiums paid were \$1,279,245.07. The amount insured under life policies for the same year was over twenty-eight millions of dollars, costing the policyholders in premiums paid for that year \$527,091.66. The insurance business is constantly increasing; and any legislation throwing additional safeguards around the rights of the policyholder is certainly in the right direction. The general public, who pay their money for insurance, must of necessity rely on the protection the State affords the policyholder through its legislation.

BANKING.

The tabulated statement of the savings and other banks, organized under the law of the State, show them to be in a most gratifying condition, and gives evidence of financial soundness and good management. I heartily commend the suggestion of the Auditor that the provisions of the savings-bank law be made applicable to private bankers. Every man who puts the word "bank" over his door becomes thereby a solicitor for the deposits of the people in his vicinity, and assumes, in the eyes of the public, at least measurably, the attitude of a chartered bank, and is supposed to be alike subject to legal restraints. He should, therefore, be compelled by law to make such showing of his business as will enable those whose deposits he solicits to judge of his solvency, and thus furnish them the same protection as savings and other banks are required to do. No legislation can entirely provide against rascality in banking or any other business, but it is, nevertheless, the duty of the State to devise such safeguards as have a tendency to make dishonest dealing by bankers more difficult and dangerous.

COMPENSATION OF PUBLIC OFFICERS.

The Eighteenth General Assembly reduced the fees of the sheriffs thirty per cent. While in the large counties of the State this reduction, owing to the volume of business still leaves this the best paying office in the State, yet in counties having a small

population the pay of the sheriff under the reduction does not give this officer a fair living compensation; in fact I am informed that in some counties the public service suffers by the inability to procure good men for this responsible position on account of the meager compensation attached to the office. In my judgment, the proper plan would be to fix the compensation according to population.

The compensation of other county officers, and notably those of the deputy treasurer and clerk, as fixed last session, is also in many cases inadequate, and should be readjusted.

The salaries of the Executive, Auditor, Secretary, and Treasurer of State, are, in my opinion, too low. Not only are they much lower than in surrounding States, but they are much too low to compensate for the labor and responsibilities imposed on these officers. The salaries of the State officers in Iowa are from fifty to sixty-two and one-half per cent less than are paid for similar service in adjoining States, while the labors imposed on these officers are in some instances far greater, and in no case are they less. It may be said that if the present incumbents had not sought the offices there were plenty of others who would be glad to have them. This is true, but it is, nevertheless, incumbent on a State to pay her officers sufficient, not only to "keep the wolf from the door," but to enable them to maintain the office with credit to the State. The short terms and frequent changes in these offices should be thought of when salaries are adjusted; otherwise, the compensation may be inadequate because of the expense of removal to and from the capital.

THE GENERAL ELECTION.

I recommend that the day of election for the present year and every fourth year thereafter be changed to the Tuesday following the first Monday in November. The constitution fixes the day of election in all the other years, but makes no provision for the even-numbered years falling between those of the presidential elections, and the action proposed is designed to prevent a repetition of the controversy which followed the election of 1878.

CONSTITUTION.

In accordance with the provisions of chapter 64 of the acts of the last General Assembly, the question was submitted to the people in 1880, "Shall there be a convention to revise the constitution and amend the same." The pendency of the presidential election seems to have

prevented the question receiving full discussion, but such consideration as it had resulted in a popular decision against holding the convention.

RELIEF FOR A PUBLIC OFFICER.

In July, 1877, the deputy treasurer of Warren county presented to Hon. George W. Bemis, State Treasurer, on account of payment of State taxes, a draft drawn by the First National Bank of Indianola on the banking firm of F. R. West & Sons for \$3,608.82. The draft had been duly certified as "good" by F. R. West & Sons, and was taken by Mr. Bemis late in the evening and too late to be presented for payment that day. Mr. Bemis took the certified check as cash and receipted to the treasurer of Warren county for the amount. The next morning F. R. West & Sons did not open their doors for business, having failed. The loss of the amount, \$3,608.82, being nearly equal to two years' salary, fell on Mr. Bemis. While he has no claim in law on the State, yet I submit that he has in equity. It is hardly to be believed that the State would permit the loss resulting from this transaction to be borne by Mr. Bemis, he having used, as he did, ordinary diligence in the transaction. A loss of this character is liable to occur at any time to one handling money in large amounts, especially when the larger portion of payments is made not in cash, but in drafts and checks. I earnestly hope the State will reimburse Mr. Bemis for the loss, which he is illy able to bear.

STATISTICAL TABLES.

Your attention is invited to the various exhibits appended hereto, containing statistical information concerning the State institutions, and especially to that detailing the amounts of money asked for by their several governing boards and officers.

VACANCIES IN OFFICE.

The last General Assembly amended the statute for the government of the Asylum for the Feeble-Minded so as to provide that the members of the Board of Trustees, except those first elected, should hold office for six years; and three persons were chosen in joint convention for such trustees; but, as the act under which such choice was made did not take effect until after the adjournment of the legislature, I was under the necessity of considering the election had by that body

as without validity. I, however, appointed to fill the vacancies thus made the persons suggested by the General Assembly; viz., Ebenezer R. S. Woodrow, of Mills county, Seneca B. Thrall, of Wapello county, and Fred. O'Donnell, of Dubuque county.

On the 14th of July last I appointed Clinton Orcutt, of the county of Cedar, a Trustee of the Soldiers' Orphans' Home, in the room of Charles M. Holton, removed from the State. On the 14th day of October, Charles C. Horton, a Trustee of the same institution, resigned. His place was supplied December 23d, under my commission, by John McHugh, of the county of Howard.

On the 7th day of March last, as before stated, Samuel J. Kirkwood, having been appointed Secretary of the Interior, resigned his seat in the Senate of the United States; and on the next day I appointed James W. McDill, of the county of Union, his successor.

All the foregoing appointees hold office until their successors are elected by your honorable body, and qualify.

WORK IN THE EXECUTIVE OFFICE.

I have caused the work of copying the correspondence of the executive office, which I found from two to six years behind, to be completed up to date.

DEATH OF THE PRESIDENT.

I cannot close this message without an allusion to the calamitous event which so lately shocked and humiliated our countrymen everywhere. For a second time an American President has fallen by the hand of an assassin; and again the nation mourns the loss of a chief magistrate who had endeared himself to the hearts of the people. Indeed, it would almost seem as if the illustrious patriot's hold on the popular affections had the more excited the murderous hate which removed him from earth. While we remember with grief and shame his tragic fate, we cannot but feel a sense of pride as Americans in the life and character of the man, and the loftiness of purpose, the inflexible integrity, and the fidelity to duty, which so eminently distinguished the career of James A. Garfield.

CONCLUSION.

The fact that there are over thirty reports to review and that many of these will not be in print until near the middle of the session, and the necessity existing that your honorable body should be advised as to the exact condition of the State and her institutions, constitute my only apology for the length of this message.

The time has now arrived for me to lay aside the official position I have been honored with by the people.

In retiring to private life I give my thanks to every member of the Executive Council who has contributed, by advice and co-operation, toward whatever measure of success my administration of public affairs has attained. The people of the State I shall ever bear in remembrance for the confidence placed in me, and they have my gratitude therefor, coupled with my hearty good wishes for the greatest prosperity of that Iowa, which, as territory and State has been my home since before its name began to designate a political division of the earth.

JNO. H. GEAR.

APPENDIX.

EXHIBIT A—APPROPRIATIONS ASKED FOR.

STATE UNIVERSITY.

Annual appropriation of \$10,000 for support.....	\$ 20,000.00	
For buildings.....	50,000.00	\$70,000.00

NORMAL SCHOOL.

For additional building.....	\$ 30,000.00	
For teachers salaries.....	10,500.00	
For repairs.....	2,500.00	
For library and apparatus.....	1,500.00	
For contingent expenses.....	1,500.00	\$ 52,000.00

COLLEGE FOR THE BLIND.

Increase in support funds asked for (estimated).....	\$ 3,840.00	
Increase in annual appropriation for ordinary expenses	4,000.00	
For new fence (amount not stated).		
For repairs (amount not stated).		\$ 7,840.00

INSTITUTION FOR THE DEAF AND DUMB.

For school and other furniture.....	\$ 2,500.00	
For shutters.....	1,500.00	
For fence.....	1,500.00	
For repairs.....	5,000.00	
For laundry.....	3,000.00	
For water supply, say.....	2,250.00	
For support (\$4,000 per annum).....	8,000.00	
For pupilage, say.....	8,000.00	\$ 31,750.00

PENITENTIARY AT FORT MADISON.

For repairs.....	\$ 5,000.00	
For discharged convicts, gifts.....	1,300.00	
For turn-out clothing.....	1,600.00	
For new blankets.....	1,500.00	
For furnishing wash-room.....	1,000.00	
For new water-works.....	4,400.00	
For new wagon.....	75.00	
For addition to shop.....	2,500.00	
For wall for enlargement of grounds.....	55,000.00	
For old indebtedness.....	15,000.00	
		\$87,375.00

ADDITIONAL PENITENTIARY.

For central rotunda.....	\$ 20,156.00	
For iron fence.....	1,401.00	
For center rear building.....	58,994.80	
For heating works.....	5,500.00	
For wall and gates.....	67,472.00	
For front wall, cell-house.....	10,474.00	
For water-works.....	8,000.00	
For electric light.....	2,700.00	
		\$174,697.80

WEATHER SERVICE.

To reimburse Director for interest, outlay, taxes, heating, etc., per year, \$150.....	\$ 300.00
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NOTE.—Not asked for by the Director, but it is only just that the State should reimburse him for this outlay.

ORPHANS HOME.

For purchase of land.....	\$ 6,000.00	
For central building.....	20,000.00	
For completion of dining hall.....	2,000.00	
For hospital building.....	4,090.00	
For five new cottages.....	15,000.00	
For furniture.....	4,500.00	
For laundry machinery.....	1,200.00	
For steam heating.....	2,500.00	
For boiler house.....	1,200.00	
For repairs, etc.....	2,000.00	
For industrial pursuits.....	2,000.00	
For sewerage.....	800.00	
For library.....	200.00	
For cemetery lot and fence.....	600.00	
		\$ 62,000.00

INSANE HOSPITAL AT INDEPENDENCE.

For cisterns.....	\$ 2,500.00	
For ventilation.....	3,000.00	
For sewerage.....	3,000.00	
For three new boilers.....	6,000.00	
For steam mains.....	5,000.00	
For stock barn.....	3,000.00	
For storm windows.....	1,500.00	
For painting building.....	2,000.00	
For plastering.....	1,500.00	
For grading grounds, etc.....	2,000.00	
For new sections.....	7,500.00	
For building vestibule.....	3,000.00	
For painting.....	1,000.00	
For completing water supply.....	1,000.00	
For completing unfinished part of building.....	2,500.00	
For refrigerator and ice house.....	3,000.00	
For kitchen furniture.....	1,500.00	
For washing-machine.....	500.00	
		\$ 49,500.00

INSANE HOSPITAL AT MT. PLEASANT.

For fire proof partitions.....	\$ 5,000.00	
For changing heating and ventilating system.....	8,500.00	
For new water-closets.....	1,100.00	
For wire mattresses and iron bedsteads.....	1,500.00	
For room for lumber storage.....	500.00	
For general repairs and contingent fund.....	9,000.00	
For replacing sub-basement wall.....	8,500.00	
For blacksmith shop.....	600.00	
For division of mens' airing courts.....	750.00	
For telephones.....	500.00	
		\$ 35,350.00

ASYLUM FOR FEEBLE-MINDED CHILDREN.

Additional grounds.....	\$ 6,000.00
Increased salaries (\$6,500 per annum).....	13,000.00
A new building, oven, steam-heating apparatus, etc., are also asked for; but no estimates for same furnished.	

STATE AGRICULTURAL SOCIETY.

For crop reports.....	\$ 2,000.00
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REFORM SCHOOL.

Boys' Department.

For repairing damage by cyclone and furnishing main building.....	\$ 1,592.39
For contingencies and repairs.....	2,000.00
For repairs to fences and for drain tile.....	1,000.00

Girls' Department.

For increase in support fund (estimated).....	\$ 1,800.00
For laundry, bath-room, etc.....	2,000.00
For repairs to main building.....	500.00
For water supply and fencing.....	300.00
For general repairs and contingencies.....	200.00
	<hr/>
	\$ 9,392.39

AGRICULTURAL COLLEGE.

For four residences for professors.....	\$ 10,000.00
For boarding cottage.....	6,000.00
For additional school building.....	8,000.00
For sheep barns for farm.....	600.00
For experimental creamery.....	1,000.00
For three farm cottages.....	2,400.00
For experimentation in agriculture and horticulture, \$2,000 annually.....	4,000.00
For safe and vault.....	1,500.00
For salaries and office expenses of Treasurer and Sec- retary, \$1,200 annually....	2,400.00
For building for President's, Secretary's, and Treas- urer's offices.....	1,300.00
For repairs on highway to Ames.....	500.00
	<hr/>
	\$ 37,700.00

EXHIBIT B.

Cost per capita per month of supporting the inmates of the respective State institutions.

College for the Blind	\$ 20.50
Institution for the Deaf and Dumb	15.52
Soldiers' Orphans' Home and Home for Indigent Children.....	9.67
Hospital for the Insane at Mt. Pleasant	15.05
Hospital for the Insane at Independence	13.79
Reform School—boys' department	8.43
Reform School—girls' department	8.45
Asylum for Feeble-Minded Children	13.22

The averages for the above institutions include the salaries of officers and employees.

Penitentiary at Fort Madison.....	\$ 7.00
Penitentiary at Anamosa	8.10

EXHIBIT C.

Number of officers and others employed in the several State institutions, number of inmates, and ratio of employees to inmates.

INSTITUTIONS.	Number of employees.	Number of inmates.	Ratio.
Institution for the Deaf and Dumb	47 189 ¹ / ₁₀		4.02
College for the Blind	34 102		3.00
Soldiers' Orphans' Home.....	25 144 ¹ / ₁₀		5.76
Insane Asylum at Independence	104 477		4.60
Insane Asylum at Mt. Pleasant	108 498		4.60
Asylum for Feeble-Minded Children	29 171		5.92
Reform School—boys' department	21 190 ¹ / ₁₀		9.10
Reform School—girls' department.....	5 64		12.80

EXHIBIT D.

Value of supplies on hand at the various State institutions at the close of the biennial period:

College for the Blind.....	\$ 754.00
Institution for the Deaf and Dumb.....	164.00
Soldiers' Orphans' Home.....	4,513.00
Hospital for the Insane at Mt. Pleasant.....	9,131.72
Hospital for the Insane at Independence.....	15,093.00
Asylum for Feeble-Minded Children.....	206.50
Reform School.....	1,491.00
Penitentiary of the State at Fort Madison.....	4,215.38
Penitentiary of the State at Anamosa.....	4,413.19
Aggregate.....	\$ 39,982.39

EXHIBIT E.

[COPY.]

STATE OF IOWA,
EXECUTIVE DEPARTMENT,
DES MOINES, May 28, 1881. }

HON. FRED O'DONNELL, *Pres't Board of Trustees Asylum for Feeble-Minded Children:*

SIR—On the 17th of this month I visited the Asylum for the Feeble-Minded Children, and, on examining the books, I found, much to my surprise, that you were violating the provisions of Chapter 67, acts of the 17th General Assembly, by incurring debts against the State without the permission of the Executive Council, to which the attention of your Board was specially called by circular issued from this office early in 1880.

I find that your Board has expended during the past six months nearly six thousand dollars above the amount authorized by law. During the beginning of the biennial period you had on an average less than 150 children per month; and during this portion of the period you supported the children on the amount appropriated by law. I find that during the latter portion of the period, when you have had a much larger number of children in the asylum, you have largely exceeded the amount allowed by law. This state of affairs is wrong, and should, and must, be stopped summarily. I am free to say that I consider the management on the part of the superintendent has been extravagant and unwarranted, and I urge upon your Board the absolute necessity of making an immediate change in this respect. In my opinion you have too many employes in proportion to the number of inmates, being one to every five. I think there should be a reduction of the number; also a marked change in the past extravagant manner in which this institution has been carried on.

It is unpleasant for me personally to be compelled to call your attention to this matter, but occupying the position I do, I cannot do less than to express my disapprobation at the manner in which the institution has been financially conducted, and to urge on your Board to take immediate steps to retrench the future expenses of the institution.

I have the honor to be, yours truly,

JNO. H. GEAR,
Governor of the State.